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ELISABETH WALLACE

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So They Say

• I am an abused and used widow woman in distress and in need of employment.—*Letter applying for WPA work.*

• The totalitarian state is conceived in tyranny and dedicated to the proposition that men are worthless.—CLIFTON FADIMAN *in The New Yorker.*

• Critics who say the consumer movement is red are color blind. It is new. It is immature. We admit it's green, but it is not red.—JOHN M. CASSELS, *in Consumer Education.*

• It was the strength of the old-time religion, however false, that it simplified the duty of man. . . . Enlightenment has increased the complexity of individual choice.—BERNARD DEVOTO *in Harpers Magazine.*

• People may be saved or damned through their environment as well as through their personal attitudes toward salvation or sin.—PROF. DWIGHT SANDERSON, *Cornell University, to the American Country Life Conference.*

• Democracy cannot be fixed in the mold of the past, must not be confined to political democracy, must not tolerate mobocracy and cannot long be identified with plutocracy.—FRANK P. GRAHAM, *president, University of North Carolina.*

• If great enmities are ever to be really settled, we think it will be, not by revenge and military success and by forcing an opponent to sign a treaty to his disadvantage, but when the more fortunate combatant waives these privileges and accords peace on more moderate terms than were expected.—THUCYDIDES, 447 B.C.

Social work jokes are based on pokes
At things the clients have written;
But its very own stuff is funny enough—
What if the dog were bitten?
LOUIS TOWLEY *in Channels*

• I have tried all of them but you for the old age pension. Walter is all the dependents we have for a living.—*Letter to Mrs. Roosevelt.*

• Education would be rejuvenated if existing technical competence in purely pedagogical matters were informed by a passion for democratic means and ends.—ORDWAY TEAD *in Survey Graphic.*

• We can get and keep justice only if we keep the Bill of Rights. If we save the Bill of Rights, we can rewrite the Constitution if necessary and get justice; but if we save the Constitution and lose the Bill of Rights—God help the country—WILLIAM ALLEN WHITE.

• You and I who are interested in social reform have less to fear from the Wall Street baron who feels that the jobless ought to be compelled to shift for themselves, than from the rural assemblyman who votes against the housing bill because there are no tenements in his district.—EDWARD CORSI, *deputy commissioner New York City Department of Welfare to the New York State Conference on Social Work.*

• A general equality of condition is the true basis of popular government.—DANIEL WEBSTER.

• Ham and eggs schemes are not a product of California's lunatic fringe but of the American factory system.—*Christian Century.*

• It might be said that the specific stigma of our age is that it takes to hurried action to escape from clear thought.—GERALD HEARD *in "A Quaker Mutation."*

• The other fellows stuff is always called propaganda. Such opinion or factual narrative as your side puts out is useful educational material.—*The late* HEYWOOD BROUN.

• The world has always been a sorry and confused sort of place—yet poets and artists and scientists have ignored the factors that would, if attended to, paralyze them.—ABRAHAM FLEXNER *in Harper's Magazine.*

• We in business look forward with confidence to further progress toward the goal of democracy in material well-being, a goal that is to be attained not by taking away from one and giving to another but by producing more for all.—WALTER S. GIFFORD *at Union College.*

• Gratitude is one of the least articulate of the emotions, especially when it is deep. I can express with very limited adequacy the passionate devotion to this land that possesses millions of people, born, like myself, under other skies, for the privilege that this country has bestowed in allowing them to partake of its fellowship.—FELIX FRANKFURTER, *Associate Justice U. S. Supreme Court.*

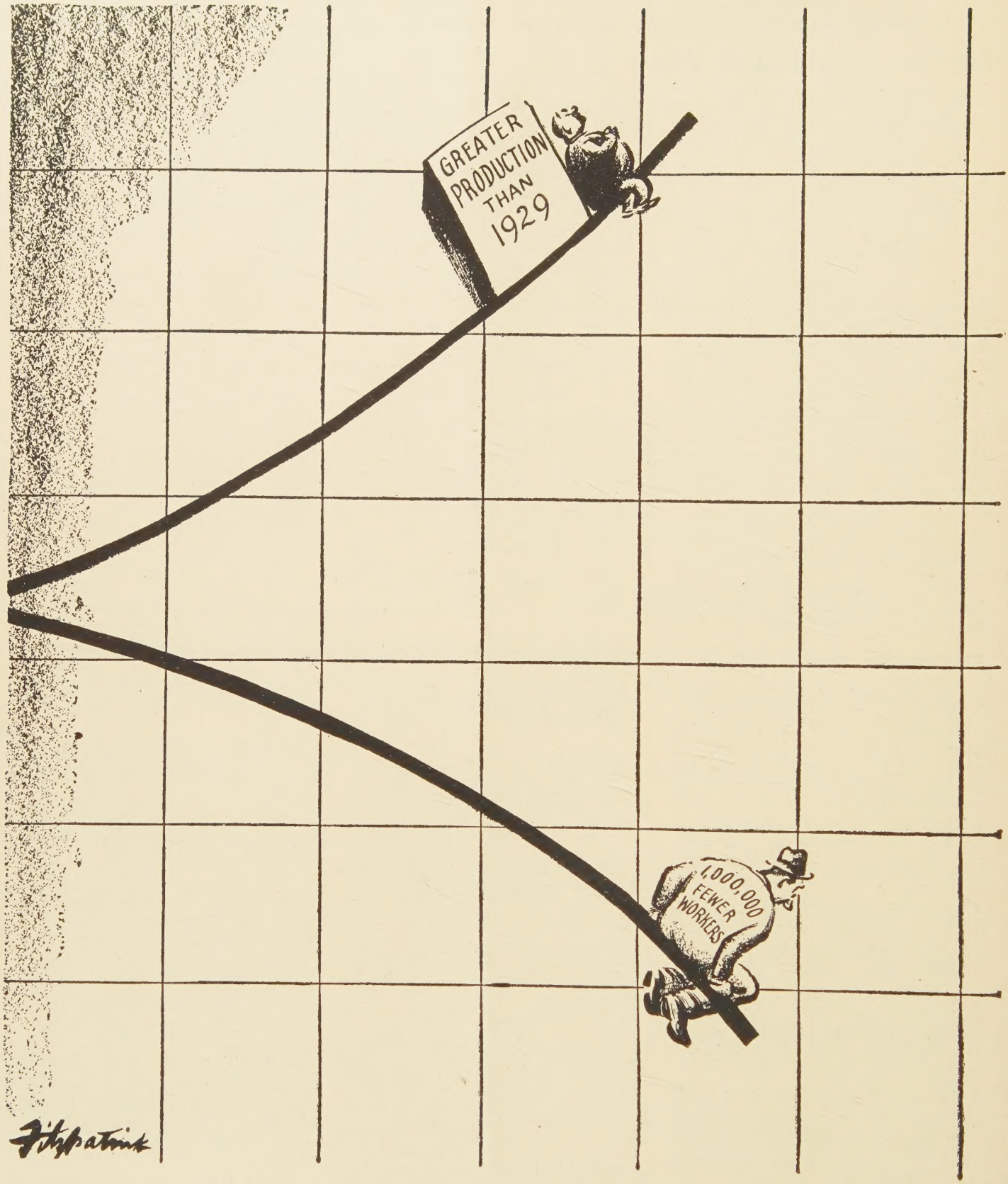

CHART OF OUR PROGRESS TOWARD SOMETHING OR OTHER

Fitzpatrick in the *St. Louis Post-Dispatch*

SURVEY MIDMONTHLY

MARCH 1940

VOL. LXXVI NO. 3

The WPA Method vs. Grants-in-Aid

By EDWARD A. WILLIAMS and J. KERWIN WILLIAMS

IN varied circles, relief, like the weather, has become a topic of unfailing daily interest. It is under constant discussion by congressmen and by courthouse loungers, by social workers and social butterflies, by chambers of commerce and by labor groups. But since most of the discussion on this complicated issue takes place in an emotion-laden atmosphere, the problem remains unclarified. One aspect of the relief question which has become especially confused through extraneous arguments is having new attention focused upon it because of the coming presidential campaign. The question is: *Should the WPA method of operating a work program be continued, or should the federal government return to the state grant method of FERA days?*

Some commentators have said of the constitution of the Irish Free State, framed by students of political philosophy, that it "smelled of the lamp." There need be no such taint of academic unreality about a discussion on the advisability of readopting the grant method for unemployment relief. We have available the record of actual experience with both types of relief set-up in the United States. From 1933 through 1935 the Federal Emergency Relief Administration made conditioned grants-in-aid to the states to help in meeting emergency relief needs; the WPA has been operating for more than four years, utilizing chiefly direct federal-local contacts in allotting federal funds (not strictly "grants" because federal officials retain the disbursal and supervisory functions) for locally initiated work projects.

The present comparison of the WPA method with the old grant system is based on the premise that the best way to give assistance to the able-bodied needy is through work rather than direct relief. This assumption is in harmony with the belief of the vast majority of the American people, according to the samples of general opinion taken by the Gallup and other polls, the statements of federal and state officials and the testimony of the unemployed themselves. Assuming that an adequate work program, not a "dole," is the objective, the choice between the WPA and the grant method is in essence a decision as to which type of administrative set-up can best accomplish that end.

When the FERA was established in 1933, the federal government had good reasons for using the grant method. The hard-pressed states and localities were thought of as requiring no more than a "lift" through an emergency; indeed, to have proposed direct federal action at that time would have stirred up considerable local opposition. Further, the federal government would have had to start from scratch to build up a relief organization and a body of experience. Because some states had set up emergency relief agencies during 1931 and 1932, it seemed logical for Washington to utilize the established bodies, weak and wobbly though they often were. The functions of the newly created federal relief agency were confined, therefore, to distributing relief funds among the various states and prescribing rules and regulations for disbursing the money. The state relief organizations, and not the federal agency, took charge of channeling the funds to political subdivisions, where local relief agencies had the job of actually establishing contact with relief clients and administering the relief program.

THERE is no doubt that under the FERA an admirable start was made in improving relief standards and administration over the country. Following the regulations prescribed by the federal grantor, state and local agencies increased the humaneness and adequacy of relief; they diversified the program to fit the needs of those on relief; they steadily improved the work program for the able-bodied. That these achievements were made under a grant system does not prove, of course, that this method was necessarily the most effective that could have been used. At the time, there was such need for improvements in state and local relief administration that federal supervision, weak or strong, could not fail to leave a noticeable imprint.

A backward glance over public relief will make this clearer. Prior to the depression, most states and localities conducted the bulk of their relief activities under "poor laws" inherited from earlier centuries when involuntary joblessness was a relatively insignificant problem. There were some state laws for categorical assistance to certain classes of needy persons, but in general the idea behind

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relief had been to make public assistance as distasteful as possible in order to discourage shiftlessness.

This philosophy had tinged the "work relief" provided by local governments for destitute able-bodied persons up to 1929. These early work programs were usually mere "work tests"; the value of the projects to the community and to the workers themselves was subordinated to the idea that needy persons should prove their willingness to work by performing some task, the more arduous and unpleasant the better. In 1931 and 1932, when relief rolls had become crowded with persons out of work through no fault of their own, attempts were made to discard the old "work test" and provide useful and suitable emergency work. Most states and localities, however, were stopped in their tracks because of their lack of experience, the need for great haste in planning projects, and the chronic shortage of funds with which to pay decent wages to the relief workers and to purchase materials. It is little wonder, then, that the FERA improvements stand out in contrast with conditions prior to federal entrance into relief.

THE role of the FERA was necessarily indirect. The legal theory behind all federal grants-in-aid is that the funds, once granted and receipted for, become the property of the state. After a grant had been handed over, therefore, the FERA had no direct means of making sure that the state observed federal rules in spending the relief money. This was a particular disadvantage in connection with the work program, for the FERA could not directly enforce its wage and hour policies or supervise the construction of projects or the purchase of materials. Defalcation was a crime against state and not federal law; the division of investigation of the FERA could dig into evidences of suspected dishonesty but, except in rare cases where a "federal question" could be raised, it had to rely upon state or local prosecution of fraud. Once the early period of eager cooperation on the part of local and state officials had come to a close, the indirect nature of federal control was a very pronounced drawback to the FERA.

It may be asked at this point how certain other agencies making grants-in-aid to the states have been able to secure observance of federal standards. The answer is that all federal grant agencies possess an imposing "sanction"; they can withhold further funds from any state which fails to live up to the prescribed standards. Depriving a state of a year's federal assistance toward road building, vocational education, or agricultural experiment stations means delay rather than irreparable damage; it has proved an effective argument in inducing the state to observe the federal regulations. In the case of a federal agency supplying a large part of the relief funds spent in a state, however, the power of withholding funds can never be a potent means of obtaining state compliance. To hold back funds for even a short period would punish the relief population of the recalcitrant state while the offending officials would be untouched. The FERA, which was supplying more than 90 percent of all relief funds spent in many states, was naturally averse to using the big gun of withholding grants. Naturally, too, state and local relief officials were well aware of this reluctance. (Today the Social Security Board faces somewhat the same problem in connection with its grants for categorical relief.)

But the necessary reliance upon indirect methods of control and the ineffectiveness of the grant-withholding power were only two of the weaknesses of the FERA method. A third weakness grew out of the fact that state executives and legislatures dominated by rural interests did not wish to institute the more costly method of work projects for the unemployed in the cities. The FERA, organized on a basis of federal-state contacts, was not able to deal directly with the local governments which were often more willing to sponsor and help finance work projects.

Despite these major handicaps to administering unemployment relief under a grant system, there are those who believe that the defects are outweighed by certain benefits. The advantages claimed for the grant system can be summed up in three slogans often heard: "The grant method avoids federal domination"; "A return to grants would eliminate 'politics' in relief"; "The grant method cuts the costs of relief."

All of these slogans are two-edged blades. Not only do they act as defenses for the grant system, but also by inference they attack the WPA method. To judge their applicability it is necessary to know something about the agency that succeeded the FERA.

The WPA, like the Civil Works Administration (November 1933-March 1934), is often referred to as a "federal" program. Compared with the FERA, much greater powers are lodged in the federal government. All the state and district officials of the WPA are federal officers. All project proposals are given a final review by the WPA office at Washington, D. C., where a "pool" of desirable projects is approved for each state. Within the limitations of the funds available for his state and in accordance with employment needs, the WPA state administrator selects from the "pool" the projects that are to be carried on at any given time. WPA funds are not handed over to state governments for distribution among the localities, as was the case under the FERA. Instead, a local government desiring to sponsor a work project makes application directly to the WPA, and funds for approved projects are earmarked for the particular locality concerned. The project sponsor never actually comes into possession of the federal funds; the federal treasury issues checks by which wages are paid directly to project workers. Such materials as the WPA may furnish are federally purchased. Wage and hour policies are enforced directly by the federal agency. In brief, the WPA retains direct control over the spending of its funds, down to the beneficiaries themselves.

BECAUSE of this federal control, the WPA is sometimes assailed as an agency seeking to destroy local prerogatives. Realistically viewed, however, the WPA possesses only those powers which are required to overcome the weaknesses revealed in the grant method. Many important aspects of the WPA program are left almost entirely in local hands. This truth is recognized by the local officials themselves. The members of the United States Conference of Mayors, for example, do not agree that they are mere puppets whose strings are managed by a federal relief bureaucracy. The mayors know at first-hand that state and local governments have an important role to play in the WPA work program. Except in a few places where local certifying machinery has been found lacking or inadequate, local governments investigate the need of all applicants for WPA employment, and certify to the WPA those who are eligible for WPA work. Finally, the projects from which the WPA makes its selection are planned and initiated by states or, more often, by towns and cities.

The claim that a lessening of federal control over the work program would root out "politics" is ill-founded. The evils of what is loosely called "politics" always have been present to some extent in our local, state and national governments. It is an open secret that any attempts at political interference in the WPA work program have arisen from local and not from federal sources. Only those unfamiliar with American political behavior can hold the view that a return to the grant system, with its concomitant bestowal of greater local power over the work program, would result in less "politics." On the contrary, any slackening of the reins now held by the federal government would quickly have unfortunate results.

The most attractive argument for the grant system is, ironically, the most fallacious. There is no basis for the expectation that a return to the grant method would cut the costs of a work program. This "economy" claim deserves careful analysis, however, because it is on this point that the grant *vs.* WPA argument becomes most confused.

First, let us define what is meant by "lowering the costs of a work program." One way to save on total expenditures would simply be to refuse to make any provision for more than a small percentage of the needy jobless. This savage form of "economy," however, is rarely advocated. Most of the supporters of the grant method are careful to point out that their cheaper programs would provide employment for *all* able-bodied workers in need of relief. Moreover, they promise that the advantages of the projects to relief workers and to their communities would equal or surpass those of the WPA program. In other words, the expected savings would flow from a reduction in *costs per case* on the work programs.

The fallacy lies in the fact that costs per case can be cut under the WPA as well as under a grant system. Whether the money is disbursed directly by the federal government or indirectly through the states, it is spent for administrative expenses, materials and wages. Thus if costs per case are to be cut there are only three possible places to make cuts.

Precisely how is the federal WPA dollar spent? During the fiscal year ended June 30, 1939, out of each federal dollar made available to the WPA by Congress, 3.4 cents were spent for administration, 8.6 went for materials and 87.3 for wages. The present fiscal year will show about the same ratios.

WOULD abolition of the WPA, and the turning over of federal funds to states to run their own programs, be likely to reduce administrative costs? In relation to comparable undertakings, both public and private, the administrative costs of the WPA seem to be at rock bottom; further paring would be at the cost of operating efficiency. Under the FERA grant system, the administrative item was always much higher than it is now. The little work programs with which some states are now experimenting also spend for administration a far larger percentage of their total funds than does the WPA. Clearly, the promised savings cannot be made in administrative costs.

Similarly, cutting below the percentage now spent for materials would at best save a negligible portion of the total outlay. Real penny-pinching on materials would also result in a makeshift "leaf-raking" program harmful to workers' morals and of little or no value to the community.

To run a work program at "one half or less of WPA costs," drastic slashes must be made in wages, for which almost 90 cents of every WPA dollar is spent. Are WPA wages too high? The highest security wage for unskilled workers paid by the WPA in any city is less than the minimum required in that city to support a worker's family of four at a basic maintenance level. It is scarcely an argument against the WPA that its wages are considerably higher than the benefits paid in certain states where a family on relief gets a few surplus commodities and $8 or $10 a month. Furthermore, a cut in the purchasing power of those on the work program would mean that myriads of storekeepers and small business men now making a modest profit would be forced into the red.

A RETURN to the grant method would not of itself bring about any reduction in the amount spent for wages on a work program. What many persons really mean by "a return to grants," however, is a return to the *budgetary deficiency wage principle* that was used by the FERA. According to that principle, a relief worker was permitted to earn only the amount necessary to bring his income up to a subsistence level set by the relief agency for his particular case. This did mean that outlays for wages were kept to the barest minimum, but it necessitated investigation and frequent reprobing to ascertain the exact "needs" and resources of a relief worker's family and whether the family budgeted their earnings "properly." The WPA security wage policy, on the other hand, was an attempt to free able-bodied employables as much as possible from this aura of relief. To make an immediate "saving," the budgetary deficiency wage policy would make it harder for the able-bodied needy to retain their self-respect and would thus reduce their chances of returning to private industry.

The three important advantages claimed for the grant method fade into thin air, therefore, upon examination of the evidence. This is not to say that there is no room for improvement in the WPA. The major shortcoming of that agency has been its inability to give work to all needy employables. This failure, in turn, has stimulated the rise of state and local work programs characterized by low wage policies, skimping on materials, and the performance at very low relief wages of regular city functions. The unfortunate situation, however, is not due to any flaw in the WPA method, but stems rather from the inadequate appropriation provided by the legislative branch and from such rigid and cramping statutory provisions as the enforced dropping of all project workers who have had eighteen months of consecutive employment on the WPA program. Some critics declare that a greater use of machinery would make the WPA program more "efficient," and that it is more economical not to pursue construction projects in winter weather. These flaws, if they be flaws, would appear in any program, grant or otherwise, intended primarily to give work. It is true that wide divergency exists between WPA benefits and the amount of assistance given to persons receiving "general relief" from a state or locality. The answer here is not to drag WPA wages downward, but to seek some improvement of general relief standards and administration.

In brief, the grant system for relief has unavoidable handicaps, while the main shortcomings of the WPA are not inherent in the method itself, but arise from remediable factors. The WPA set-up therefore appears to be a much better vehicle for the operation of a sound work program in this country.

Canadian Social Services in War Time

By ELISABETH WALLACE

CANADA'S citizens at large, whether connected with social work or not, are eager to be of whatever service they can in this time of emergency. And as never before, they have found peace time organizations ready to help coordinate their war time efforts.

This is what distinguishes the present situation. The World War found Canadian social services more or less rudimentary and unorganized. Many of the present agencies had not come into existence, and there were practically no community chests or councils to facilitate cooperation among them.

These have been of help since the outset of hostilities last fall. Today there is possibility of the establishment of a common council on matters of mutual interest, composed of representatives of national welfare organizations and the Canadian Community Chests and Councils. If they can continue to be of help, if they can bring efficiency of organization and coordination of effort to bear not only throughout the war but in planning for problems of rehabilitation and unemployment in its train, then Canadian social workers may feel they are something more than stretcher bearers to humanity. They will make some long run contributions to the commonweal.

In 1914-18, it was an emergency organization that threw itself into the breach between government provisions and family needs. The Canadian Patriotic Fund raised altogether $48 million to supplement, on a regular monthly basis, the pay and separation allowance received by enlisted men, and to help their dependents in other ways.

Both pay and allowances are more liberal now than they were a quarter century ago. The amount going to a soldier's family from the government is materially larger than the separation allowance then combined with the aid from the Patriotic Fund. He can assign pay to three dependents—usually a wife and two children. If he assigns half his monthly pay (roughly $20) to his wife, the government provides in addition a separation allowance of $35 monthly plus $12 a month for one child or $24 for two. Early in October a regulation was passed forbidding the enlistment of men with more than three children. (This has been evaded in some cases.) Dependents' allowances for soldiers' mothers are common. They have been approved in cases where sons are deemed genuinely anxious to assist their mothers, even though unable to do so hitherto. In certain cases arrangements have been made to give the allowance to common-law wives, provided neither party has been previously married, or, if they have, that the husband or wife, as the case may be, is dead or divorced. The extension of this category is now up for consideration, as the most usual reason given for a common-law union is that one or both of the consenting parties is married.

Because of the comparative adequacy of these allowances, it could be anticipated that soldiers' dependents would be less likely to need further material assistance than advice and guidance in dealing with personal problems that arise whenever families are separated. Clearly, duplication or reduplication of effort should be avoided among the voluntary groups caring for them. Naturally soldiers' families should have the most skilled service available. So it was that a few days before war broke out, letters were sent by various councils of social agencies to the Dominion government, pointing out their development since the last war, and offering their services. On September 11, the Canadian Welfare Council called an informal conference at Ottawa of representatives of chests and councils and of other interested organizations which conduct national campaigns, such as the YMCA, the YWCA, the Salvation Army and veterans' associations.

Three days before, notice had been given in the House of Commons of the intention of bringing in a bill to incorporate the Canadian Patriotic Fund in almost its old form "for the collection and distribution of funds for the assistance of the wives, children and dependents of the enlisted men." This move was inspired by remembrance of the part played by the Patriotic Fund during the World War, and its widespread voluntary activities among soldiers' families in the days before there was much organized social work as we now understand it.

In view of the changed conditions, representations were made that such a revival was unnecessary and likely to lead to serious complications. After consultation with the Minister of Pensions and National Health, the Dominion government agreed to amend the bill. As passed, it made such funds permissive, not mandatory, and stressed the importance of cooperation and coordination among existing agencies. About the same time the War Charities Act was reenacted, providing for compulsory registration and authorization by the Secretary of State of any agency seeking funds for war purposes, so as to insure their efficiency and usefulness.

Friendly cooperation with the Canadian Red Cross was also advanced by the Ottawa conference. In addition to its regular civilian services, the Red Cross continues to be primarily responsible for provision of comforts and certain medical supplies for troops both in training and overseas. The C.R.C. was willing to postpone its national campaign to mid-November, in order to allow first for community chest drives across the country in behalf of the continuance of social services vitally important alike to military and civilian sections of the population.

Early the following month, the Canadian Community Chests and Councils, in session at Ottawa, adopted two principles as guides in administering and conserving the resources of the home front:

> Insofar as possible, all existing services should be utilized to the utmost; adaptations made where necessary and possible; and new services or personnel created only when necessary or unavoidable, and then only for the purpose and length of time indicated by the special need or circumstances.
>
> In existing or new services, the necessity of utilizing experienced and qualified personnel in all investigation, advisory and supervisory work concerned with the individual problems of soldiers' families or dependents should be stressed. Volunteer and inexperienced help should be entrusted with such difficult and delicate responsibilities only under direction.

In practice, these principles seem to have won general acceptance by the government, by veterans' organizations and other groups. An auxiliary services branch of the De-

partment of Defense was set up, and offers of assistance from all sorts of groups poured in. The district officers commanding found, also, that the men were bringing their personal problems to them. Once the department had appointed Brigadier W. W. Foster, director of auxiliary services, and made area commandants responsible for correlating the work, the suggestion sent down the line was that, wherever there were local councils or similar bodies, an attempt should be made through them to have any assistance for soldiers' families and dependents handled as part of the going social services of the community. Thus, Major Milton L. Gregg, V.C., area commandant at Ottawa, invited all those who had offered help to attend a meeting at which he referred them to the executive secretary of the Ottawa council. He told the local Social Workers Club: "The militia are delighted to turn the soldiers' troubles and those of their families over to the social agencies who knew many of them before the war."

THE Canadian Legion War Services is authorized by federal charter to act as a unit of these auxiliary services. It helps organize classes for troops in training (in collaboration with the Canadian Association of Adult Education); assists with recreation and entertainment for men in barracks; provides canteens. It also provides personal services and the officers in charge have been turning to a very interesting extent to organized social agencies, principally those in the family and child welfare fields. Some of these, over the years, had worked with officers of the militia and regimental auxiliaries and both their standards and their helpfulness as clearing houses were known. Conversely, social workers are coming to appreciate how helpful friendly visiting can be by associations made up of the wives of both officers and men, who themselves face common problems of loneliness. An example is the collaboration in Montreal between the Central Volunteer Bureau and the Officers' Wives' Association. Voluntary civilian groups have also turned to some extent to the recognized social agencies. In Toronto both the YMCA and the Salvation Army have assisted in providing recreational and other facilities for the men in barracks.

Such provisions were naturally lacking in the first few weeks of the war, when would-be volunteers from all over the country were besieging the recruiting offices. Elaborate machinery to deal with military equipment, barracks and enlistment was just beginning to be put in motion. It was not unnatural that there should be some shivering days and even weeks of transition while exhibition grounds and buildings, originally intended for flowers or horses, were turned into warm and habitable barracks for men. The army medical examinations in the early days had not reached the present exceedingly strict requirements. Some men who concealed disabilities from the medical officers had later to be discharged as unfit, not always without resulting hardships. Frequently even uniforms were somewhat conglomerate, for the clothing factories, working the twenty-four hours through, could not keep pace with the orders. All this means a far cry from today when plant and equipment are adequate, and when the nattiness of troops parading in the new battle uniform is but slightly marred by its charming official designation as "rompers."

The war has brought its special problems but many of the difficulties confronted by soldiers and their families are kindred to those faced by families in peace time. There have been increased demands for both day and resident visiting housekeeper services. These come when, with the men away from home, their wives are taken ill. In some cases home placement of children is called for. Day nurseries have found their applications increasing by leaps and bounds. These, in turn, come when wives wish to take jobs in war industries. There are problems of adjustment when families, after long years of need, suddenly acquire a reasonable income through combined pay and allowances; when other families find their budgets cut in half or even one third at the time the husbands enlist. Mothers turn to social agencies for help in dealing with adolescent boys and girls. The loneliness of the women who have been left behind, and their need for recreation and normal social outlets, will be felt to an increasing degree as more men go overseas. And when the home is thus artificially broken up, there are temptations to irregular unions and resulting illegitimacy.

In the large centers, the Dependents' Allowance Board and also the Department of Pensions and National Health clear their cases through the Social Service Index, and if the family is already known to one of the family welfare agencies, that agency is asked to carry out the necessary investigation. The children's organizations have had much extra work to do when fathers wish to be assured, before they themselves go overseas, that their young folk are adequately provided for. In certain cases the government has agreed to pay to recognized agencies the allowances for such children. There has been pressure to complete adoptions before the adoptive father goes to war. Problems of child protection will undoubtedly increase. A growing number of cases are coming to light where inadequate provision for the proper care of children has been made before the father's enlistment.

ALONG with these more domestic concerns has gone discussion for some time of Canadian assistance to children overseas. The question of evacuating to Canada large numbers of English children was much discussed at the beginning of the war. Winston Churchill finally settled the controversy when he said he was not going to turn the British navy into a "bunch of nursemaids" to convoy them across the ocean. So their would-be Canadian hostesses found it necessary to restrain their motherly impulses. In contrast, the Canadian National Committee on Refugees has obtained the government's consent to bring into the country for permanent placement one hundred child victims of the war, mostly from countries which have fallen under Nazi control. Ranging in age from three to thirteen years, they are to be placed for full legal adoption in approved foster homes. Social agencies of good standing will select and place them under a committee which has been constituted by the Canadian Welfare Council within its division on child care and protection.

In some quarters it was anticipated that the outbreak of war would be followed immediately by a marked decrease in unemployment and relief costs. Such hopes were seemingly borne out by a recent announcement made by Eric Cross, Ontario Minister of Welfare and Municipal Affairs. For the first time in the welfare history of the province, the number of persons on relief last November fell below that of the preceding month. Usually unemployment has increased steadily from September to March. However, Mr. Cross went on to say that "a substantial portion of those receiving aid today cannot be absorbed either into the army or into industry, even under the most

favorable conditions possible for their employment." In Canada as a whole, there may be 100,000 fewer persons dependent on public aid this winter than last. At the turn of the year, the Canadian Welfare Summary could report a "quite discernible reduction in certain areas due to war activities," but by and large, the decrease was due almost entirely to a measure of agricultural recovery in the West. As a good many of the men who have joined up were unemployed at enlistment, they did not leave positions to be filled. Food and textile industries alone have shown a marked upward trend. So far there has not been the anticipated development of munition factories. With experience in the last war in mind, social agencies have been watching the industrial barometer in an attempt to avert the recurrence of the social problems it may foretell.

Among social agencies, chests and councils, then, in the country at large, six months of war have brought wider and wider recognition of the need for cooperating with each other, and with military and civilian groups. Recent discussions have led to the proposal, now submitted to twenty-five national agencies, for the establishment of a common consultative council on welfare services in time of war. The hope is that this not only might prove of assistance in coordinating war time efforts, but also might help point the way to a consideration of necessary measures of rehabilitation, called for at the end of the war, when the demobilization of veterans is likely to be coupled with a slump in war time employment. Too often, in the strain of former wars, such considerations have been overlooked until too late. Hence the cardinal importance to do everything possible to avoid a social and economic aftermath to this war worse than the long drawn out pre-war depression itself. Thus, as they help meet the stresses of the emergency, Canadian social workers are planning ahead.

State Conferences: Tools for Action

By KATHRYN CLOSE

PROBABLY the worst moments of depression known to social workers come from a sense of futility in trying "to do something" with "things the way they are." Fortunately most social workers are not the kind of people who sit and take it. They go out and search for a tool of action—a chisel for shaping "things as they are" into "things as they should be." More and more frequently this tool turns out to be the state conference on social work where individual efforts can be joined and the strength of numbers put behind the drive for action.

Some conferences willingly become tools for action and throw their full force into programs for constructive change. Others, remembering that "conference" connotes a dignified discussion group, refuse to be sidetracked from the main business of exchanging theory and experience. Each type looks a little askance at the other, the "tools of action" seeing something callous in social workers who refuse to do more than bear witness to urgent social needs; the discussionists seeing danger to professional progress in sallies into fields where their professional competence is not assured.

The latter group is apt to forget that many state conferences sprang from awareness of the need for social action. These early conferences on "charities and correction" were a getting together of social workers and laymen to discuss what was being done, what needed to be done, and how change could be brought about. They were formed, as John C. Weigel has said of the Illinois conference, to "help create, to shape and to direct the social conscience" of the state—primarily a job of education which when effective often resulted in social action. As social work became increasingly professional, the conferences came to reflect the social workers' growing concern with theory and techniques. Lay interest and participation fell off noticeably.

Came the depression, and with it a reawakening to the social aspects of social work. With it came also the great influx of semi-social workers—persons recruited to do the job but who lacked the technical equipment required for professional recognition. For these people the conferences offered an over-all view of social work and the chance to hear what the professionals had to say. With all this new and often impatient blood, many state conferences found themselves at a fork in the road. Should they follow the path leading to social action and become involved in commendatory or condemnatory resolutions, the promotion of legislation, pressure methods, lobbying? A great flood of social legislation was pouring into the state legislatures. Was it not the obligation of social workers, with their firsthand knowledge of social conditions, to take an active role in shaping it? On the other hand, unbelievable expansion of the social work field threatened to undermine hard won professional standards which the "forum for discussion" had helped to build. Why turn from a path that had hitherto led to sound progress?

Many state conferences have made their choice; some boldly, others looking back ruefully at the other path. Some still stand indecisive at the fork. Of the latter many are new organizations in states where social work is still a long-legged colt, sired only recently by the federal Social Security Act.

There are now forty-six state conferences in the country. Of the twenty-four which recently answered inquiries on the subject, twelve have chosen social action as a major function, six remain strictly discussion forums, six have no scruples against action but never quite get around to it.

That becoming a tool for action does not mean just blowing off steam is indicated by accomplishments in those states where the conferences have committed themselves to definite programs. Most productive activity in recent years has been participation in the establishment of a unified state public welfare system or the reorganization of an outmoded system. The recent consolidation of the state welfare functions in Wisconsin is the result of a bill drafted by the Wisconsin Conference of Social Work. The Minnesota conference had an active hand in shaping the reorganization of the state welfare department though other hands succeeded somewhat in disfiguring the original plan. The conferences in California and Texas exerted leadership with their state legislatures in planning a unified welfare organization. The Texas group is now so far committed to action that it recently changed its name from the

Texas Conference on Social Welfare to the Texas Welfare Association because of the feeling that the word "conference" no longer described its function.

Some of the most successful legislation growing out of conference activity has been that affecting children. It is not hard to get public backing where children are concerned, and no conference can put through any program without winning a goodly measure of public acceptance. The Wisconsin conference points with pride to the state's Children's Code, originally adopted by the legislature in 1929 at the urgence of the state conference and of other statewide organizations stirred by conference leadership. For years after the code was adopted the legislators would not consider any bills affecting it unless they had the conference's approval. In New Jersey the state conference of social work, now called the New Jersey Welfare Council, was largely responsible two years ago for important revisions in the state adoption law. The Nebraska conference has been successful in getting a juvenile court system established in the state.

Of course, conference backing of a legislative program is no guarantee of that program's immediate or even ultimate adoption. Probably many more conference-supported bills have been defeated than have been enacted. The Wisconsin conference saw several bills for a unified public welfare system go down to defeat before the present organization finally was established. In other states conferences still are working on goals set up years ago. The Maine conference has not yet persuaded its legislature to establish a juvenile court system. The Illinois conference is still working for aid to dependent children, the Kentucky conference to get children out of county almshouses. But even when repeated efforts have brought no tangible results, most of the "active" conferences do not feel defeated. Each attack, they say, has left a deposit of increased public interest on which to build for the next try.

THOSE who would steer clear of social action sometimes base their objections on its probable adverse effect upon conference membership, particularly among laymen. Experience would seem to alleviate these fears. The most "active" conferences report progressive increases in membership within the last few years. They have found that a "worthwhile objective" has acted as a centripetal rather than as a centrifugal force. The membership of the Wisconsin conference, always up to its ears in social action, is 80 percent "lay." It is now putting on a drive to attract social workers! Nebraska, also concerned with action, though perhaps less effectively than Wisconsin, last year doubled its membership. A large percentage of the new members are laymen. Only a few years ago this conference had few members outside of the two urban centers, Lincoln and Omaha, but a deliberate effort has resulted in representation from all but two counties. Texas, though still dissatisfied with its lay representation, has increased its lay membership from almost nothing to 25 percent in the last two years. Perhaps the Texas formula is the secret of getting lay people "for keeps," for the Texas group consciously "picks" its lay members for their interest rather than for their possible financial support.

The life of a "tool of social action" is not, of course, just a bowl of cherries. Social action often spells controversy—a bitter worm in anybody's bowl. The only safe way to avoid being poisoned is to avoid eating when it rears its ugly head. This is what most of the conferences do, though there have been instances when they were almost too late. The New Jersey conference lost its whole Catholic contingency over the birth control issue. After just avoiding a similar experience the California conference adopted an amendment to its by-laws prohibiting action on any resolution "dealing with controversial questions which are fundamentally racial or religious in their character." The Wisconsin conference abandoned a strong program for the sterilization of the unfit because of opposition from the Catholic members. The question of cash relief was dropped by the Minnesota conference when it threatened to split the urban and rural members into opposite camps. The proposal of the New Jersey conference that relief supervision and control should be taken away from the municipalities and lodged in the state cost it the membership and activity of a large block of local overseers of the poor.

AT least one conference has found it hard to digest the growing self-consciousness of the "rank and file" in its membership. In California the "younger" and "older" factions view each other with mutual distrust. What got the most dander up was the meeting where the "radicals" put through some unexpected resolutions after the conservatives had gone home to dinner. More serious than hard feelings is the effect that these squabbles have had upon the influence of the conference. Word has gotten about that the California conference is "red," and previously friendly legislators have withdrawn their support from conference promoted legislation. Though the California conference was formed in 1901, primarily to secure certain social legislation, many of its members now dream longingly of the peace and quiet of a roundtable.

Strangely enough the problem posed by the rank and file in Nebraska has been just the opposite. There the young group is made up chiefly of public assistance workers with slight experience, whose main interest in the conference is in learning how to do a better job. The conference, however, finds that the how-to-do-it type of meetings these workers want does not attract the lay members who are needed to carry out the program of action.

Not the least of the difficulties facing conferences committed to a program of action is financial. Promotion and lobbying take money, and state conferences are notoriously poor. Particularly hard, in fact almost impossible, is it for a state conference to carry out an effective program of action if it lacks a full time paid secretary. Conference officers whose time is taken up with other duties cannot give a proposed legislative program the constant follow-up it needs in order to win out. A conference wholly dependent upon elected officers also lacks that continuity of direction which is necessary to effectiveness.

In some states the most formidable block in the way of conference action is the "name" that social workers seem to have had pinned on them. Where social workers have a "bad press" the conferences find that endorsing legislation does more harm than good. There also have been occasions when the tactics of too-enthusiastic social worker lobbyists have added to the unpopularity through which the profession has been struggling to find a clearing. A few bad experiences taught one state conference to proceed cautiously and to entrust its legislative program to "persons of mature wisdom and broad understanding" not identified with the profession.

Various procedures are followed by the conferences in formulating their programs of action. Most of them have

a legislative committee but the duties of these committees vary. In Wisconsin the committee merely drafts legislation which has already been proposed by the board of directors. A statewide follow-up committee is then organized to promote the measures. In Kentucky the legislative committee studies the needs of the state and formulates a program which is referred to the executive committee for appropriate action. In Iowa the legislative and the executive committees jointly submit suggestions to the membership. The five suggestions receiving the most votes constitute the legislative program for the coming session of the legislature. Conference members also may submit suggestions through the legislative committee. In Oregon the legislative committee of the state conference works jointly with a committee of the American Association of Social Workers in developing proposals for social policies for the state.

NOT all conferences committed to action are active in the same degree. Many never get beyond the resolution stage either because they lack the necessary machinery for going further or because they are still not quite sold on the direction they have taken. Others, such as Minnesota, Oregon, and Wisconsin follow up their resolutions with the drafting of legislation, organization for committee hearings, pressures brought to bear upon legislators from citizens of their own districts, speakers' bureaus and other promotional activities. Still others, such as Illinois, limit their follow-up activities to interesting other statewide organizations in the desired program.

Many of the "whole-hog" action conferences have a full time legislative agent whose duty it is not only to draft and promote the legislation advocated by the conference but also to keep an eagle eye on what is going on within the legislature, adding the conference's weight to promising legislation, pointing out anti-social or well-meaning but badly constructed measures. Though negative, the uncovering of weak spots in bills is an important phase of an action program and the one most often effective. "It is always easier," says one social worker lobbyist, "to get a bad bill defeated than a good one passed."

All of the "action" conferences are agreed that there is one prerequisite without which it is useless to expect results. This is the necessity of interesting key people and organizations. Few social work conferences are strong enough to put through a program without the added backing of other citizens groups such as the League of Women Voters, the American Legion, the Kiwanis—as many of these as possible. None are strong enough to put through a program without the support of lay people who will fight actively for it in their communities.

But what of those state conferences which refuse to be drawn away from their traditional purpose of serving as forums for discussion? Are their members content to deliberate and debate "while Rome burns"? Not necessarily. In those states where the forum for discussion policy is most firmly entrenched in the conferences there usually exist other organizations with the expressed purpose of converting the findings of social work into action. Side by side with the New York State Conference of Social Work, whose constitution forbids legislative promotion, is the State Charities Aid Association, "a non-partisan, non-sectarian, statewide citizens organization to aid and promote effective public administration of health, welfare and mental hygiene in New York State." With confidence that the SCAA is keeping a watchful eye on state legislation and lending its skillful hand where needed and that the local AASW chapters are heedful of local conditions (as they are in many states—witness the intensive study made by the Cleveland chapter in the recent relief crisis) the state conference can "tend to its knittin' " and concern itself with social work as such.

A similar situation exists in Pennsylvania. The Pennsylvania Conference on Social Work, formed in 1908, originally had a social action division but this withdrew after five years and became a separate agency, the Public Charities Association of Pennsylvania. The PCA, however, has retained a close association with the conference as an associate group and every year holds a large luncheon as part of the conference program. There is some overlapping of the committee personnel and membership between the two agencies, but the functions of each are clearly defined. The constitution and by-laws of the conference provide for resolutions, but only to the extent of urging other statewide organizations to undertake investigations or to call attention to need for action.

There is no indication that either of these conferences is considering a change of policy. They have been running smoothly for years and have contributed richly to social work education, both lay and professional. The Louisiana Conference on Social Welfare is another firmly rooted in the forum plan, but 60 percent of its members are connected with the state and local departments of welfare and have opportunity to express their urge for action through the Louisiana Public Welfare Association.

EVENTS in other "forum" conferences indicate a growing restlessness at being "seen and not heard." The Maryland conference at present has a continuing committee at work studying the possibilities of social action within the group. The year-old Montana conference promises to take longer steps when its legs become stronger. The Indiana conference holds back only because of a lag in public opinion.

Indiana's conference is one of those whose adherence to the forum formula is a matter of habit rather than of any firmly entrenched tradition or constitutional obligation. It has now and then broken over into the realm of resolutions and even on occasion into law drafting. Hesitancy in breaking over again at this time is based on the conclusion that there is not much use in carrying a program of action before a public that lacks understanding of the needs on which it is based. "The leaders are too far ahead of the troops," says one Indiana social worker and cites the persistent use of the word "pension" in place of "old age assistance" as evidence of "fuzzy" public knowledge of social programs. To shorten this gap the conference is seriously considering a statewide project of research into needs to be begun on the community level. Two action-minded conferences which also have felt the need of developing lay interest through factual studies are Texas, which has undertaken an extensive study of "basic social needs" throughout the state, and Missouri, which has tackled a study of housing. In Nebraska, where the conference was less cautious about going in for a legislative program than the Indiana group, the trend is turning toward the Indiana strategy. Many people feel that the legislative gains made in the state were superficial—a weak juvenile court system, an unpopular public assistance set-up, a probation statute but only one probation officer. The props were pulled out from under the conference's programs because the public

did not understand their real nature. The Nebraska conference's answer is a plan to get back into the communities where people live and, by means of small regional meetings, to begin to wind the skein of understanding from the inside out.

This idea is not, of course, unique. Other conferences both of the forum and action types, New York and Wisconsin, for example, have successful systems of regional meetings which attract large numbers of laymen. The desire for lay interest is one point on which both types of conference converge. Even the strictest adherents to the forum for discussion formula have as their ultimate goal a rise in the general level of understanding of the philosophies and aims of social work, while those conferences committed to a program of action are coming to see that, short run or long run, the success of their efforts depends upon a higher level of public understanding. Education then becomes the common denominator of all conferences. To what extent they can galvanize education into action would seem to depend on conditions within the individual states.

Work Camps: From the Inside Out

By JAMES STUART

I SUPPOSE I was a guinea pig, at least I feel like one whenever I read about California's relief camps for single unemployed men. For I have been one of those men whom the professors and social workers have in their mind's eye when they talk and write about the camps and weigh their merits and demerits.

I am a white collar man who in the past usually was able to draw down upwards of $100 a week as an office executive in the oil business. Not too long ago, while waiting to be certified to a WPA job, I spent four months in four different California SRA camps when, so far as relief was concerned, it was "work camp or nothing." [See "Work Camps or Nothing," by Samuel E. Wood, *Survey Midmonthly,* April 1939.] I submit that this experience and my contacts with hundreds of men, both paid staff and enrollees, gives me the privilege of taking issue with those writers who conclude: "The experience of California has repudiated a program of work camps or nothing."

The critics of the camps, it seems to me, have allowed their recoil against anything that smells of "forced labor" to blind them to realities both inside and outside the camps. One of these critics has said, "Clients were more depressed by the type of labor forced upon them than they would have been by resident relief." Resident relief—$4.13 a week! Is there a degree of mental depression below that of a man expected to exist on that sum while he pursued a job—at the cost of continual carfares—in competition with hundreds of others similarly situated? Speaking for myself I found the mental depression of resident relief considerably alleviated by the three square meals a day at the camp and felt no outrage at the thirty-hour week of light outside work "forced" upon me.

My honest conviction, which I am tempted to state as a positive fact, is that these camps offer an opportunity to any man physically and mentally able to support himself under normal conditions to recover stamina and strength after the demoralizing effects of unemployment and "resident relief." In the camps that I knew there were a few men who did not belong there, who were proper subjects for institutional care; and there was of course the usual delegation of chronic kickers whom nothing ever would satisfy. Apart from these, the men leaving the camps for WPA jobs were in much better condition physically and mentally than when they arrived. This was especially noticeable on WPA projects where men from the camps worked side by side with men who had preferred to maintain themselves, had chosen ". . . or nothing," while awaiting assignment. There was no comparison between the morale and the capacity for accomplishment of the two groups. The campers had it all over the rugged individualists. Fresh air, regular nourishing food and ample rest both day and night, coupled with physical labor by no means excessive, had the same effect on these men that a few weeks in a well regulated summer camp have on slum-dwelling children.

Some of the criticisms of the camps seem to me more on the side of wishful thinking than of reality. Take for example the charge that "alcoholics were forced into labor camps away from the influence of the workers who had been attempting their rehabilitation." True, but they also were "forced" away from influences that were anything but rehabilitative, including old John Barleycorn himself. The camp rule was rigid. "No booze; stay sober or get out." A good many men did get out for that very reason and returned to the city for such "rehabilitation" as it offered. Many others, who by their own confession had "blown" their relief check on liquor and "bummed the missions" and panhandled for subsistence, took the chance offered to straighten themselves out. I doubt if the "influence of workers" could have done more.

WITH a few exceptions, medical care in camps, say critics, is "limited." My four camps must have been exceptional then, for the care in every respect, including hospital accommodations, was entirely adequate and far superior to anything the vast majority of the men ever before had known. Physicians were in attendance daily, available to anyone at all reasonable hours; male nurses, most of them R.N.s, were on duty twenty-four hours a day; sick wards and dispensaries were clean and orderly. It was far easier for a man in camp to get prompt, effective medical treatment than it is for the average wage earner or white collar worker "outside."

On the score of "failure to provide adequate recreational facilities," I again must differ with the critics. My experience was that the supply of recreation exceeded the demand. Each of my camps had a full time WPA recreational director, well-equipped recreation rooms and a full supply of athletic equipment. Each had a good supply of books, magazines and daily papers. A number of university extension courses were available.

Another criticism with which I disagree is on the "absence of differentiation" between white collar workers and manual laborers. In the first place the actual operation of the camps absorbed most of the white collar men, and if a few were assigned to manual labor there really was no occasion to bleed over them. If these men were overworked then so, too, are home gardeners and office men

who spend their vacations on camping and fishing trips.

With one of the major criticisms of the camps I agree completely. The camps do cut men off from the chance for regular jobs. This, my experience indicates, is the principle minus in the whole scheme. During the months I spent in the camps I had personal knowledge of only one employer who came to them for men for private jobs, although I did hear of others and of the reasons why the men turned down the offers. The chief difficulty seemed to be the highly temporary nature of the work offered—a single day, or three or four at the most. To have accepted these jobs would have meant checking out of camp with the consequent loss of seniority for WPA assignment and the necessity for going through the business of enrolling at "intake" all over again. For a few days' paid work, men would have lost several weeks time in their slow progress toward a WPA job.

Assurances by camp officials that contact was maintained with employment agencies were not supported by day to day evidence visible to the men themselves. It seemed to me at the time, and still does, that a vigorous, sustained and systematic effort should be made to keep employers informed of the nature of the labor supply represented by the camps. In my judgment each camp should have an employment office, perhaps a branch of the state or federal service, with a trained worker regularly on the job.

Another minus of the system as I saw it in operation was the shortage of paid staff qualified to run the camps and deal with the personality problems inherent in such gatherings of men. Too much authority over their fellows was vested in enrolled men, who found the power to say "Yes" or "No" more than they could handle. Even men who were capable and with sufficient human understanding to handle that authority were at a serious disadvantage since the other men positively and actively resented being "bossed" by anyone whose footing in the camp was the same as their own. This situation was at the root of endless bickering and squabbling, sometimes necessitating the transfer of men to other camps. Practically all of it could have been avoided if there had been more and stronger staff at the top including more paid social workers equipped to deal with the individual problems of the men.

Critics of the work camps say that the removal of the "forced labor" policy, so that a man has a choice of camp or resident relief, takes the curse off the system and enables social workers "honestly to support it." I hope so. As one who has seen them from the inside out, the camps even with "forced labor" fully demonstrated their value as a means by which a debilitated and discouraged man can rehabilitate himself—if he wants to. And unless a man wants to, I doubt if the camps, whether "forced" or voluntary, can rehabilitate him.

The Waste of Too Much Haste

THE battle of the merit system has become a major engagement between the Social Security Board and the officials of states which for one reason or another have been unable to make guarantees of a system that meets the requirement of the amended Social Security Act and the rulings of the board. In December the board and its representatives gave informal assurance that "the date of operation is less important than the soundness of the system," and showed no inclination to crack down on states that could not meet requirements by the January deadline.

Hardly had that deadline passed, however, than the attitude of the board stiffened. Evidence of state acceptance of the merit principle and of intent to implement it was not enough. The board required, and promptly, detailed plans and dates of effective operation of merit systems, straight through to the county level, for all employes of all services receiving federal social security funds. Few of the states could meet the demand. Some of them required legislative authority to act; some were struggling to bring their piecemeal civil service set-ups into a consolidated system; some lacked technical guidance in formulating a system; most of them had no idea where they would find the money to put a system into operation. By the end of January a goodly number of the states were in a condition of utter confusion, not a few of them up in arms against "federal domination."

Even states with going merit systems in their welfare departments felt the firm hand of Washington. Indiana, whose system had been pointed to as more or less a model, found itself challenged. New York, where 15,276 of the 16,334 public welfare employes are under civil service, was told that the rest must be brought under at once, the implication being that otherwise, federal funds would be withheld. Among the employes not now under the service are the deputies of the state commissioner and certain local commissioners and their deputies exempted by law. Following mediation by Governor Lehman, the board has agreed to withhold pressure on New York "for a time." Other states have been less successful, though apparently funds actually have not been withheld in any instance.

In mid-February the board announced that merit systems covering 35,000 employes in federal-state employment offices and 50,000 in welfare departments were established or initial steps for their introduction were in effect in the forty-eight states. This, say the hard-pressed states, is merely wishful thinking. Moreover, they assert that the board has been inconsistent in its treatment of the states, accepting paper plans from some, and refusing positive evidence of progress from others. In any case, they say, the pressure for haste exerted by the board has reacted on staff morale and has shaken carefully developed and always delicate state and county relationships. The real struggle, they add, is still ahead in rural counties where "the federals" are not welcome unless they come with money. Negotiations are sure to be long and arduous requiring time and patience.

The Social Security Board, of course, is on a spot. Congress, not the board, set the January first deadline. Plainly there was not time after August 10, when the amendment was enacted, to do the necessary groundwork of organization. Probably some states showed themselves recalcitrant and in order to bring them into line, pressure had to be put on all the states. Be that as it may, the result is unfortunate: for the board, which finds itself in the position of a whip-cracker; for the states which must take the gaff from all sides; for the future of the merit system itself which may be jeopardized by too much haste in imposing it on a public not yet prepared to receive it.—G. S.

MISS BAILEY GOES VISITING

"You Find All Kinds"

By GERTRUDE SPRINGER

"YOU mean that you haven't any private resources at all? Not even for an extra special case?"

Miss Camp, the county welfare director, meant just that. Miss Bailey, looking out into the dreary, mud-spattered little town could well believe it. And yet she felt in her bones that every community, however poor, had "good people" who could be depended on in a pinch.

"But the churches, the women's clubs, the Legion post? Do they know what you are up against with no money for direct relief for these desperate families that don't fit into the categories? Can't they help?"

No, indeed. When federal and state money came in responsibility had been conveniently shifted to the welfare department. "Sometimes someone gives us old clothes, but of course everybody here is poor. We're used to poverty. Probably 90 percent of our people over sixty-five ought to be getting old age assistance. Our desperate cases, as you call them, are the ones that have always been that way. I'm afraid we're used to them. They've learned not to come to us for anything, except surplus commodities."

"But suppose there's illness—pneumonia, appendicitis? What do you do?"

"We—ell," said Miss Camp, "we try to get help if we hear in time. We have a little speck of money for direct aid—$23 it was in December—that we hang on to for acute medical cases. Our doctors do what they can—a lot that no one hears about. But they're poor too, and they figure that if the county has money to 'pension' the old folks it ought to pay the doctor. As for dentistry, we can't get a tooth pulled any more for less than 50 cents cash."

"And there's no way you can wangle your funds to get more for these people lost in the categories?"

"Heavens, no! All our funds are earmarked. You try any tricks and you'll have an auditor on your neck."

"And no way to dig up a little private fund to fill in?"

Miss Camp was patient. "No way at all. Our people see county funds voted for WPA sponsorship, old age assistance, aid to dependent children and so on, and the total looms pretty large. They think that with all that money it's up to the welfare department to take care of the poor. Besides, we have dinned it into them that for every dollar the county puts into OAA and ADC, three dollars comes back from higher up. Now no one will 'cooperate' with so much as a dollar without demanding that it be matched by three others. And, of course, private money isn't matchable. You have to live here to know how our people feel."

It was a proper rebuke. Miss Bailey well knew that drop-in visits such as hers yielded superficial, often mistaken, impressions. And yet she couldn't give up the idea that somewhere in this community, dour as it seemed under the winter rain, was compassion for helpless human beings that imagination might stir into action.

"What about your board members? Can't they get anything going; at least get people together to talk about it?"

"Oh, my board! All they care about is to make the money go as far as possible. They'd give $2 old-age grants if the state would stand for it."

Miss Bailey was turning this over and feeling pretty low about it, when the office door opened for Miss Camp's secretary. "This woman's been waiting a long time and she has seven miles to walk to get home before dark."

Miss Bailey felt like a burglar. She knew that her visit had taken precious time out of the director's day, but she hadn't realized what it might be doing to a woman who had to walk seven miles before dark.

The woman, "Florabel," Miss Camp called her, was a slender Negro twenty-five years old, the mother of four children whose father had "gone off." She was on the list for commodities but by some mischance there had been no bundle for her at the last distribution. "I'se been back to the fillin' station every day but the man says you didn't send nothin' for me and they won't be no more for ten days. We jes' ain't got nothin' to eat, ma'am. We've had flour gravy for three days but we et the las' of it for breakfus'."

"Where did you leave the children?" queried Miss Camp.

"Ah lef' Joe Lewis, he's the nex' oldes', to take care o' Marguerite, she's the leastes', an' tole the others to go to the neighbors. They'd likely pick up somethin' to eat. But I jes' gotta take home some supper."

MISS Camp looked at her watch and said, "The commodity warehouse closed ten minutes ago. It keeps WPA hours. There's nothing I can do tonight. If you'll come back tomorrow I'll give you an order."

"But, ma'am, it's seven miles an' we ain't got nothin'. . ."

"I'm sorry, but you'll have to come tomorrow."

"Yassum," said Florabel.

The woman was at the door before Miss Bailey realized that the incident was closed. Then all her social work principles broke down.

"Please, may I, Miss Camp? Just a dollar for Joe Lewis' supper?"

Said Florabel, "Ah sho' am proud, ma'am." Said Miss Camp, "You'd have plenty of chances to play Santa Claus in this county. That dollar is more than she could earn in three days."

"But don't you have access to the warehouse? Couldn't you take a chance and break a window?"

Miss Camp laughed. "Not I. I used to have a key but I must have lost it. Anyway, I'm taking no responsibilities that I don't have to."

Miss Bailey didn't sleep very well that night, comfort herself as she would with the thought that Joe Lewis had had his supper.

She was still far from cheerful next morning as she drove under lowering skies to the next county seat, as dull and shabby as the one before. Miss Dodd, the welfare director, was much too busy to settle down for a leisurely talk.

"We're having an important case conference in a few minutes and meantime I have to let Billy Bundles thank me for his new overalls and show me his latest butcher knife."

Billy Bundles, it seemed, was a gentle feebleminded soul without a kinsman on earth. He weighed 300 pounds and had been more or less kicked around the county till "the welfare" stepped in, defined him as "totally handi-

capped," and boarded him out at the relatively enormous cost of $20 a month. "A lot of people criticized us, but the board stood its ground and I want to tell you that Billy is a different person."

"But the butcher knife?" queried Miss Bailey.

"Oh that! One day he brought me, with such pride, a kind of a knife made out of a piece of barrel hoop and a scrap of wood. If he had materials, he said, he could make knives good enough to sell. So we begged some ends of band saws and bits of wood from the sawmill and Billy went to work. He shapes the blades with a chisel, sharpens them by hand and whittles out the handles. Every once in awhile he sells one. He says that if he could save up $4.50 for a secondhand motor he could build up a business and be on his own. His knives aren't so bad. Come on. He'll show you."

And that is how Miss Bailey became possessed of a butcher knife such as never was on land or sea and how Billy Bundles moved 50 cents nearer to his goal of $4.50.

"NOW," said Miss Dodd, with the beaming Billy disposed of, "let me tell you about Mr. Burton before he and the others come in. He's been our prize case, but unless we can pull a quick trick today I just don't know. He was a truckdriver with a wife and four little boys under seven. He himself was twenty-nine when, three years ago, he got sick. For a year he was treated for malaria. When he was completely down, another doctor discovered that he had an advanced case of tuberculosis. It was this doctor who came to us. Something had to be done about the children—about everything. And how we whirled in; how the whole place whirled in. They're a wonderful family to work with, intelligent and courageous.

"We put the family on ADC at the terrific allowance of $25 a month, but our board holds that it's better to do a real job on a hopeful case than to spread our money so thin that it can't count for anything.

"First off we rounded up people to help make a two-year plan for the Burtons. The doctor agreed to take $5 a month for his services; kinsfolk would take in the children for awhile; the board members promised clothing; the church promised milk; the business and professional women's club promised eggs; the Parent Teacher Association raised a fund for medicines. Everybody joined in the teamwork."

"What was that club?" Miss Bailey interrupted.

"The business and professional women. Of course it isn't very big but it's a tower of strength. When we're at our wits' end they'll find us a couple of dollars every time."

"And Mr. Burton has improved?"

"Improved? He's practically well. We brought the children home almost a year ago. The Kiwanis helped get their tonsils and teeth fixed up and they're sound as little nuts. Oh yes, there's a new baby, another boy. We tried to get Mr. Burton on WPA as a timekeeper—the doctor says he can do light work. At first they said they'd take him and we got all the papers ready. Then they changed their mind. It was an awful blow. Why does WPA have to be so rule-bound? Then we tried the vocational rehabilitation people, but their only idea was retraining as a watch repairer—not very practical for an ex-truckdriver and an arrested Tb.

"Mr. and Mrs. Burton now have made up their minds that they want to go on a farm. With their five little boys, they say it's the only way they can live, and I expect they're right. And today we're trying to work out a plan. It's going to take some doing, but lots of people are ready to help. Mr. Burton has found a house and thirty acres of truck land for $5 a month, where he can raise food and a little cash crop. Our board has broken all precedents and upped his grant to $35. The church and the club will continue milk and eggs till his farm can produce them. But there's an awful gap in that budget and he has to have a mule. We can't let him go in debt for a smooth-mouthed mule."

"A what kind of a mule?"

"Smooth-mouthed. You know—teeth worn down smooth so you can't tell how old he is. He may be sixteen—that's when mules get smooth-mouthed—with several years work left in him, or twenty-five and no good at all."

"Did you learn that at your school of social work?"

"No, but I learned about people and if you work with people in these parts you learn about mules. Mr. Burton can't get a seed loan till he gets a mule, and the only way he can get a mule is to pay for it out of his ADC allowance. It's a big gamble. Everything depends on the mule."

"What about the Farm Security Administration, can't it help?"

"It wants to but it has no quota for another month or so and the farm won't wait. Mr. Burton, the FSA man, and the seed loan man are here now."

A secretary signaled from the door and Miss Dodd rose. Mr. Burton, lean and brown, with keen black eyes and a ready smile, observed cheerfully, "Farmin' ain't goin' to be half as hard as tryin' to get a chance to farm."

FOR an hour the three men and Miss Dodd sat around the table figuring out how Mr. Burton could make it. That $35 ADC allowance was budgeted to the last thin dime. The $5 rent had to come out first; the doctor still had to have his regular $5—$25 for the new baby had been tacked on at the end of his bill. The mule, even a rented one, would take another $10 a month. "And five children still have to eat," Miss Dodd reminded them.

"Yassum" replied the young seed loan man, scanning his figures. "These six weeks till FSA can do something will be mighty hard going. But I reckon you and Burton here can do something about that."

"I reckon we'll have to," said Mr. Burton and Miss Dodd in chorus.

Finally they worked out a plan—and pretty shaky it sounded to Miss Bailey's citified ears—by which this man, eager and intelligent, could get on the land and undertake to wring from it a livelihood for his "bunch of boys." The $35 ADC grant was both his capital and his credit. At the door, leaving with the seed loan man to see about renting a mule, he paused, "Miss Dodd," he said, "when I left this mawnin' I told my wife I'd come home either a farmer or a failure. Seems like I'm goin' home a farmer."

Miss Bailey watched the men climb into mud-caked little cars. Then she turned to Miss Dodd: "What would you do," she asked, "if a client who had walked seven miles for her commodities, got here after the warehouse closed?"

"Why I'd unlock it and give them to her, leaving the proper record for the clerk."

"And suppose you couldn't find the key. Would you break a window?"

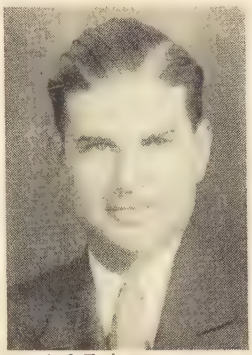
"If I had to, I certainly would," said Miss Dodd.

"I thought so," said Miss Bailey.

This is the fifth in the new series of articles in which SURVEY MIDMONTHLY *readers renew their acquaintance with Miss Bailey and share her seasoned observations of social work at the grass roots.*

Here in Washington . . . By Glen Leet

FOR WELFARE WORKERS: The forgotten men and women of the social security program, the social workers themselves, are promised relief in a bill now being drafted by the National Catholic Welfare Conference. The bill differs from HR 8118, introduced this year by Representative Caroline O'Day [see *Survey Midmonthly,* February 1940, page 69] in that it would include church workers as well as employes of other non-profit organizations. Its sponsors plan to avoid the pitfalls encountered by HR 101, introduced by Mrs. O'Day last year and defeated in the House Ways and Means Committee, by labeling the employers' payment a "contribution" instead of a tax by having it paid directly into the federal Old Age and Survivors Insurance Trust Fund instead of being collected in the routine manner by internal revenue. Thus, it is thought, the objections of the church groups responsible for the defeat of HR 101, will be met. The NCWC has been in contact with some of these groups and, with one or two exceptions, has won their support. Since the Ways and Means Committee has indicated no desire to reopen the social security question during this Congress it is hoped that the NCWC amendment can be attached as a rider to a Senate finance bill. Officials of the NCWC, as well as other church organizations, are becoming conscious of the reluctance of workers to take jobs not carrying social security protection.



Harris & Ewing
GLEN LEET

CIVIL SERVICE EXTENSION: There is reason to believe that some of the support for the House amendments to the Ramspeck bill came from individuals who did not dare to oppose it directly, but hoped by these amendments to confuse and complicate the situation. However, they have probably failed in their purpose for, although the House amendments have impaired the usefulness of the Ramspeck bill, it still represents a gain for the merit system and will have the support of most of the backers of the original bill. The Ramspeck bill (HR 960), sponsored by the National Civil Service Reform League, would make it possible to eliminate most of the patronage in the federal service. It would permit the President to place in the classified civil service all federal positions now exempt from the merit system except, of course, those which involve the determination of policy. Before any incumbent could be granted a classified status, he would be required to pass a non-competitive examination. However, as the bill has been amended and passed by the House, his classified status would be held in abeyance if his state were over its quota until the quotas of all of the states were filled. This means that present incumbents from a number of states might never gain classified civil service status, but that the positions themselves would be in the classified service and any vacancies which might occur would be filled thereafter by competitive examination. Although the House amendments have complicated and impaired the effectiveness of the Ramspeck bill, it is possible that they may be eliminated in the Senate. They are opposed by the Civil Service Commission. Senator James Mead of New York, in accepting appointment to the Civil Service Committee, made public his five-point program for the improvement and expansion of the federal civil service. The points are: 1. orderly promotion within the service; 2. a board of appeals to hear grievances of employes; 3. extension of civil service to all permanent government agencies; 4. pay increases to senior employes; 5. extension of age limits and liberalization of restrictive academic requirements for applicants of civil service positions, making mental and physical qualifications the basis for selection of personnel.

UNDISCOURAGED: Despite the veto of his previous bill, Representative Jenkins has introduced a new one to oblige the Social Security Board to pay to Ohio the OAA funds withheld in October 1938. The new bill would permit the money to be used for "purposes other than old age assistance."

FARM TENANCY: The Senate will be "certain" to appropriate funds for the farm tenancy program, according to Senator Richard B. Russell, chairman of the Senate sub-committee considering the Agriculture Department supply bill for 1941. The House, in its recent economy drive, eliminated from the bill the $25 million recommended in the budget estimates. Senator Russell said his sub-committee might raise the ante to $50 million. The Senator's statement was issued as the House Agriculture Committee reported a $350 million farm mortgage insurance bill which would be inoperative unless Congress appropriated the money for it. The bill authorizes a revolving fund to insure mortgages for farm tenants desiring to buy their farms or in danger of losing those already owned. It proposes to do for farm tenants and farm owners what the Federal Housing Authority and the Home Owners Loan Corporation does for prospective home owners and those in danger of losing their homes.

EIGHTEEN MONTHS CLAUSE: Repeal of the so-called Woodrum amendment to last year's WPA bill is demanded by Senator John A. Danaher, Republican, and Representative Arthur D. Healey, Democrat, both of whom have introduced bills to that effect. The amendment, which directed that relief workers on the rolls eighteen months or more be dismissed, has caused untold misery and suffering according to Col. Francis C. Harrington, WPA commissioner. Both Danaher and Healey are insisting that open hearings be held on their bills.

BY-PRODUCT OF WAR: The neutrality law has caused a serious unemployment situation among maritime workers. Security Administration's McNutt presented the President on February 13 a supplementary report from the Social Security Board recommending that unemployment compensation coverage be extended to maritime labor. The National Maritime Union has been fighting for such an amendment to the Social Security Act and in a recent statement declared that the President promised last November to make the matter "the first order of business" of the present session. Chances of action now depend upon the House Ways and Means Committee.

POLL TAX: Representative Lee E. Geyer of California proposes to file a petition to discharge the Judiciary Committee of any further consideration of his bill to abolish poll taxes. The bill was introduced at the request of the Southern Conference for Human Needs, but the committee has failed to take action. If Mr. Geyer secures the necessary 218 signatures, the House is promised a rumpus that will put the anti-lynch fight in the shade. The bill amends the act preventing pernicious political activity so as to forbid local requirement of a poll tax as a prerequisite to voting in federal elections. The civil liberties unit of the Department of Justice has been studying the constitutionality of the poll tax laws and has been asked to intervene as a "friend of the court" in a test case in the U. S. circuit court of appeals.

The Common Welfare

East and West

PROBABLY no governmental activities are so frequently afflicted with investigations as relief administrations. They occur almost perennially in New Jersey where last year a report of the Unemployment Relief Commission, a legislative and citizen's committee, produced no perceptible effect on a legislature deadlocked on the relief question for eight months. [See *Survey Midmonthly,* August 1938, page 266; December 1938, page 387; January 1939, page 49; September 1939, page 283.] Outcome of that deadlock was another legislative inquiry but the resultant report, released last month by the new committee's "paid investigator," was anything but a dud. Its recommendation, in effect to disfranchise all "able-bodied" persons who have been on relief for more than three years, ignited fireworks of indignant protest throughout the state. When the report was made public even legislators on the committee refused to acknowledge responsibility for its recommendations, and warring political factions tried to pin it on each other as a mark of odium.

It is heartening to know that people are alive to the encroachment on civil rights inherent in such a proposal. But the fact that it was made at all is a sober reminder that more than one state constitution contains clauses which would permit the disenfranchisement of anyone declared a pauper. The proposal's most harmful immediate effect probably will be to nullify the whole report, which carried a few good recommendations, among them unification of the state relief administration; a uniform system of record keeping; recognition of the permanent nature of the relief problem; establishment of personnel standards.

In California a relief inquiry has produced fireworks of another brand. There a "little Dies committee" led by Assemblyman Samuel Yorty has been publishing general statements about the "communist activities" and "glaring abuses" within the State Relief Administration. Without waiting for anything specific the state senate has passed a bill which gives the administration of state-financed relief to the counties, cuts the governor's requested appropriation from $95,500,000 to $45 million and stiffens the eligibility requirements for relief applicants. The social service and welfare committee of the lower house, also apparently impressed by the "red scare," has recommended similar moves in the assembly though it would approve an appropriation of $52 million. However the senate and assembly may compose their differences, it is evident that California faces a large cut in relief expenditures and that its lawmakers are convinced that counties are more effective administrators of state funds than the state itself.

Safety Figures

HOW the state of New York has saved the lives of workers who, by all "accident experience" figures and actuarial tables, otherwise would have died in the course of a vast public project is told in the preliminary annual report recently submitted to Governor Herbert H. Lehman by Frieda S. Miller, industrial commissioner. In the colorless prose of a public document, the report describes the year's progress in the construction of the $236 million Delaware Aqueduct, the longest continuous tunnel ever built, employing 6000 men—drillers, drifters, scalers, muckers—who are blasting the way for a new city water supply through eighty-five miles of rock from the Hill View Reservoir near Yonkers to the upper Delaware River.

The task of enforcing the safety provisions of the labor law and industrial codes rests upon the labor department's tunnel inspectors and industrial hygiene engineers, with the department's engineers, chemists, doctors and research laboratory as the second line of defense. Behind the undramatic figures of inspections, dust counts, air samples, air velocity and air pressure determinations, temperature and humidity determinations, tests for the appraisal of illumination, is the story of a public policy which puts human safety ahead of speed or cost in public construction.

In spite of New York's best efforts, forty men lost their lives in the two years during which the work has been in progress, thirty-five of them in tunnel work. Further, there have been 1911 accidents "serious enough to warrant compensation or substantial medical care." These represent the failures in the safety effort, and the labor department deplores them. The success of the effort is the rate of 158 accidents including 2.5 deaths for every million man-hours of exposure to hazard. This establishes a record for tunnel construction; it is a fatality rate "20 percent better than anticipated." Translated from statistical into human terms, it means that nearly two hundred injuries have been prevented; that ten men are alive today who, experience indicated, would have been added to the toll of the Delaware Aqueduct. Here, after all, is democracy in action—a state concerned with its responsibility toward the citizen, not with the duty of the citizen to the state.

Toward Industrial Peace

FEELING that "the strategic moment has arrived for effecting a better understanding between capital and labor operating under the Wagner Act," Collective Bargaining Associates has been organized with the purpose of "reducing industrial warfare, improving relations between labor and the employer, and developing improved techniques of collective bargaining."

Eventually the board of directors of the new agency will represent organized labor, employers having contractual relations with labor, and such technicians as engineers, economists, and teachers. But in the belief that the preliminary work can be done more easily "by those without a direct stake in the matters at issue," the first board is made up entirely of technicians. Among the thirty-two members are Morris L. Cooke and Sanford E. Thompson, consulting engineers; John R. Lapp, specialist in labor relations; Robert W. Bruère, Maritime Labor Board; Otto S. Beyer, Railway Mediation Board; H. S. Person, consultant in business economics and management; Professors Sumner Slichter of Harvard, Elliot Dunlap Smith of Yale, E. E. Witte of Wisconsin, Willard E. Hotchkiss of Carnegie Tech, Herman Feldman of Dartmouth, H. A. Millis of Chicago, Wayne L. Morse of Oregon.

The new organization is undertaking a program of research, advisory service, and education, through which it

will seek to develop recognized techniques of collective bargaining, and to further peaceful and orderly usages in employer-union relations. The Associates state:

> It was to be expected . . . that fumbling would occur during the period of trial and error education in the enforcement of the [Wagner] act. But the realization grows that this legislation is a beginning rather than an end. It has come to stay. Its usefulness will be what we make it. Hence the suggestion that an agency such as Collective Bargaining Associates may be helpful in bringing about a type of cooperation in industry which will not only be to the interest of the employers and employes but to the whole social body.

Raymond V. Ingersoll

NEW YORK CITY lost a rare citizen and a gifted and effective public servant last month by the death of Raymond V. Ingersoll, borough president of Brooklyn, who for forty years has been an active force in the furtherance of good government and the sound conduct of public affairs. Coming from upstate and fresh from law school, Mr. Ingersoll took up residence in a lower West Side settlement, moving later to a Brooklyn settlement. His concern with housing and social conditions, experienced thus at first-hand, never flagged as the years went on.

Early in his career Mr. Ingersoll identified himself with political affairs, always on the side of reform movements. During the Mitchel administration he served as park commissioner of Brooklyn, but he did not aspire to public office and in 1933 only reluctantly agreed to run for borough president on the Fusion ticket. During his seven years in that post his influence was felt, not only in his own borough, in the development of community projects, but all over the city.

Mr. Ingersoll was an effective labor mediator as he proved in a period when mediation techniques were relatively new. In 1924 Governor Alfred E. Smith appointed him impartial chairman of the cloak and suit industry, then in a state of dissension. Unable to avert a strike, Mr. Ingersoll at the end of five months effected a settlement that won the praise of both sides to the controversy. He remained as arbitrator of the industry until 1931.

In this service as in the many others, official and unofficial, to which he gave himself, Mr. Ingersoll's strength lay in his simplicity, his integrity and the respect and liking engendered by his personal qualities. Of him Mayor La Guardia said: "His experience, his knowledge of conditions, his keen intellect and his big heart—a rare combination—made him outstanding and unique."

To Prevent Crime

"THE essence of crime prevention is to make it natural, reasonable and satisfying to live within the law," says the letter of transmittal in the final report of the New Jersey Delinquency Commission entitled "Justice to the Child in New Jersey." This theory is not lost to sight in the discussions of causes of delinquency and specific recommendations which make up the report. According to the commission no clear-cut cause stands out as responsible for delinquency, but an almost invariable accompaniment of delinquent children is a "lack of satisfactory human relationships," either in the home or in the school. The nine recommendations to the state involve no revolutionary procedure but depend on the coordination, development and use of existing facilities and the spread of experiments which already have proved their worth in some localities of the state. Among them are the establishment of a permanent state children's commission to coordinate child welfare services and to stimulate delinquency prevention programs; the establishment of county children's bureaus for similar coordinating purposes and for insuring individualized treatment of delinquent children; the establishment of a state observation school for the study of emotionally upset children; mandatory pre-sentence social and clinical study of all offending minors over juvenile court age. The statistics upon which the discussions were based were published in two foregoing "reports of progress." [See "New Jersey Looks at its Young Delinquents," by Dr. James S. Plant, *Survey Midmonthly,* September 1938.]

Adults as well as children must find it "satisfying to live within the law" if crime is to be diminished. Yet the Prison Association of New York, semi-official body, required to report annually to the state legislature, must this year devote a major part of its report to a plea for the restoration of the psychological, psychiatric and allied professional services cut out by last year's legislature and so necessary to prisons in their efforts to keep past criminals from being future criminals. The Prison Association also recommends the restoration of the Central Guard School, another "economy" victim, and the development of a comprehensive inmate classification program through the State Department of Correction.

And So On . . .

IN spite of the fact that there are only 3,800,000 noncitizens in the United States, seventy-four alien restriction bills are now pending before Congress, with two well on their way to enactment into law. The Alien Deportation bill passed by both Senate and House, with slight differences now being ironed out in committee, provides for the deportation of any alien who admits in writing that he has been engaged in espionage, who has been convicted of violating the United States narcotic laws, or who has been committed to an institution as a narcotics addict. Both houses also have approved an item in the Independent Offices Appropriation bill prohibiting aliens from renting space in government-built housing projects. • • All five persons appointed by Secretary of Labor Perkins to the National Citizens' Committee to follow up the recommendations of the recent White House Conference on Children in a Democracy [see *Survey Midmonthly,* February 1940] were active participants in the conference. They are: Homer Folks, New York State Charities Aid Association; Saidie Orr Dunbar, General Federation of Women's Clubs; William G. Carr, Educational Policies Commission of the NEA; Rev. Bryan J. McEntegart, Catholic Charities of the Archdiocese of New York; Dr. Henry F. Helmholtz, Mayo Foundation of the University of Minnesota. This "nucleus" will proceed to add fifteen to twenty-five members to the committee. • • Here is another dramatic refutation of that old "they won't work" fallacy. The Brewster Aeronautical Corporation announced that it would take on some men at its hangar at the Newark, N. J., airport on February 26. Long before daylight applicants began to gather on the windswept meadows, and the highways were soon jammed with cars bringing more. At opening time, forty police reserves were trying to keep order in a milling crowd of 20,000 job seekers. There were 250 jobs.

The Social Front

Among the States

A CONSOLIDATED Social Welfare Law for the state of New York is the object of two identical bills recently introduced into the senate and assembly of the state's legislature. The bills would combine into one statute the State Charities Law, last consolidated in 1909, and the Public Welfare Law which in 1929 replaced the old Poor Law. The proposed statute would eliminate obsolete and repetitious matter in the present laws "without changing the substantive law or existing policies of the state with relation to social welfare." Its form was drawn up by the state Board of Social Welfare after five public hearings on a preliminary draft and personal consultations with "hundreds of interested citizens." In recommending the bills for consolidation the board was acting under a legislative mandate which also authorizes the board to draw up a revision of the two laws. If the bills are passed in the legislature the board may propose various amendments embodying substantive changes suggested during the hearings and consultations.

Marital Clinics—With a view to effecting a drastic reduction in the number of divorces and separations within New York State, a bill has been introduced into the state legislature providing for the establishment in every county of "marital clinics" operating under the state supreme court. Functions of the clinics would be "to attempt to effect reconciliation between married couples and satisfactory settlement of marital difficulties; to create conditions of harmony and understanding; to bring about adequate recognition of and proper discharge of rights, duties and responsibilities of parents for their children." The clinics would be staffed by social workers and psychiatrists.

OAA—Following a district court ruling that $45 monthly grants to the aged were mandatory in Colorado the state, which had been prorating the grants, in February paid $44 per recipient, less deductions for other income. The full $45 could not be paid because sales tax revenues had not cleared the treasurer's books by the first of the month. They will, however, be carried over to the March payments. In the meantime, an appeal against the district court's ruling has been filed with the state supreme court. . . . Last fall when Oregon's old age assistance load reached its peak with 20,741 recipients, 25 percent of the state's population over sixty-five were receiving aid. Average monthly payments were $21. Since then there has been a decrease in the rolls and new applicants have been referred to direct relief. . . . The Washington state superior court recently upheld the constitutionality of a 1939 statute which permits the state to recover old age assistance payments from the estates of former recipients. . . . Missouri cut its OAA payments 12½ percent when the eligibility age dropped in January from seventy to sixty-five. The average monthly payment after the cut was $16.50. There were 78,723 on the rolls.

Transitory—Six months after it created the position of state welfare administrator the Iowa Board of Social Welfare abolished the office. The administrator's duties were assigned to other members of the staff of the state welfare department.

Governor's Study—With the hope of of eliminating overlapping departments and defining the duties of the various public welfare agencies Virginia's Governor Price has initiated a study of the state's social services. The governor hopes to use the results as the basis of a reorganization plan that will increase administrative efficiency while reducing administrative costs.

In Kentucky—Seven bills have been drafted by the Kentucky Department of Welfare with the assistance of the state attorney general's office, the state legislative council and the state statute revision committee, for introduction into the present session of the legislature. They are: a bill to facilitate the transfer of mentally ill or mentally defective inmates of penal institutions to a state hospital or to the state Institution for the Feebleminded; a bill branding as a felony assistance in the escape of a person committed to a state hospital or the Institution for the Feebleminded; a bill defining procedures to be followed for institutionalizing a mentally ill or mentally defective Kentucky resident who is temporarily out of the state when the need for care is discovered, and providing that no epileptic or feebleminded person may be committed to a state hospital; a bill to amend the Old Age Assistance Act to increase the maximum monthly grant from $15 to $30, to remove state liens on recipients' property, to remove a now-existing prohibition against recipients' receiving other types of public aid, to provide for the confidential nature of OAA records, to clarify existing inconsistencies in the present law; a bill to make technical changes in the names of the state's penal institutions; a bill defining court jurisdictions over cases involving assistance to escaped convicts; a bill raising the maximum number of probation and parole officers that can be employed by the state Departent of Welfare from thirty-eight to forty.

The Insurances

ON February 1, the government paid the first monthly benefits under the nationwide old age insurance scheme, established by the Social Security Act. The checks went to some 3700 men and women, certified by the Social Security Board to the U. S. Treasury as eligible for monthly benefits. To February 1, the board had received 23,029 claims, and additional claims were being received at the rate of about 800 a day in response to the 575,000 letters sent out from the board to potential beneficiaries. Of the claims received, about 13,000 had been approved, the rest were still "in process." The number of benefit checks sent out was smaller than the number of approved claims because lump sum payments made to many covered workers under the 1935 act must be deducted before monthly benefit payments commence. Regular monthly checks will be sent to these beneficiaries as soon as the deductions have been made. Of the 23,029 claims received prior to February 1, the board announced that 18,343 were filed by wage earners who had reached the retirement age of sixty-five; 3717 by wives of retiring wage earners; 1446 by dependent children; six from widows past the age of sixty-five; two from dependent parents; 341 for lump sum death payments. For single workers, the benefit checks ranged from $10 to $41.20, with an average of $23.53. In cases where the wife of the beneficiary had also reached the age of sixty-five, the benefits for the two averaged $35.

Annual Report—The annual report of the Social Security Board, transmitted to Congress early last month, declared that unemployment compensation benefits should be liberalized to cover longer periods of a wage earner's enforced joblessness in states where continued experience shows that contributions exceed the amount needed to finance the state law as it now stands. The report urged that when present provisions result in an unnecessary accumulation of funds, "serious and continued consideration" should be

given to the feasibility of liberalizing benefits, rather than to reducing the rate of contribution to the fund. While present coverage affords some degree of protection for about 28 million wage earners, the report pointed out, "it still fails to reach large groups because of exclusions by state laws and the federal tax provisions." The board held that it is important from the standpoint of the workers and of the general public that protection against the loss of wages be extended to all persons facing unemployment risks. The report suggested consideration of the feasibility of extending state laws to include small firms having fewer than eight employes. Such firms are now exempt from the federal tax provision.

During the fiscal year, the board reported, insurance payments under the Social Security Act included $446,100,000 in unemployment benefits received by wage earners covered by state laws; and $14,300,000 in lump sum payments to aged workers, or their estates, covered by the old age titles of the federal law.

Ball Players—Professional ball players who draw unemployment benefits during their "off season" have been the subject of recent press controversy in several states. In Missouri, where league players with annual salaries "ranging into the thousands" have applied for compensation, the unemployment compensation commission has declared benefit claims legal. Officials of baseball clubs, however, condemn the practice. . . . California pays benefits to professional baseball players during the seasonal layoff, and also serves as a clearing house for the claims of ball players employed by clubs in other sections of the country. . . . In Virginia, state officials have expressed the opinion that professional players are eligible for benefits, while unemployment compensation administrators in Pennsylvania have ruled that they are not. . . . It has been suggested that professional baseball be declared a "seasonal industry" within the meaning of the Social Security Act.

New York Clean-up — From the chaos of nearly 450,000 unsatisfied unemployment compensation claims to "98 percent efficiency in the payment of benefits" is the record of the year's progress of New York State's Division of Placement and Unemployment Insurance, as analyzed by Industrial Commissioner Frieda S. Miller. On December 31, the division had on hand 30,000 claims for determination, Miss Miller states. Of these, approximately 16,500 were routine claims "in process," on which payment was not yet due; the balance, about 13,500, were irregular claims on which further investigation was necessary to determine benefit rights. About half of these claims were overdue, about half not yet due. The delayed irregular claims, numbering fewer than 7000, may be contrasted, Miss Miller said, with the 450,000 overdue claims—some routine and some irregular—on hand on January 1, 1939. The total number of administrative employes in the division dropped during the year from 5400 in 1938 to approximately 4000 on December 31, 1939, a reduction of 26 percent. For the first nine months of the current benefit year, which began last April 1, a total of 4,112,645 benefit checks amounting to more than $52 million were issued. The average weekly benefit was $11.52. The "active insurance file," representing the individuals seeking benefits during the week ending December 30, 1939, totalled 209,302. Milton O. Loysen, who came to the Division of Placement and Unemployment Insurance a year ago, continues as its head.

Union Proposals — The "Golden Jubilee" convention of the United Mine Workers of America adopted a resolution on the question of social security which would call for far-reaching changes in the present scheme. The miners demanded "full participation of labor" in the administration of the Social Security Act; old age pensions of $60 a month for single persons, $90 a month for married couples; reduction of the retirement age from sixty-five to sixty; a federal unemployment compensation scheme replacing the state laws now in effect.

Wisconsin Changes — Wisconsin's pioneer unemployment insurance law, which now covers some 450,000 wage earners working for about 11,500 Wisconsin employers, has been changed in important aspects. The waiting period has been reduced from three to two weeks; the law now provides one week's compensation for every three weeks of employment, instead of four; the statute of limitations for filing claims against employers has been extended from 26 to 68 weeks; minimum benefits for part time and lower bracket workers have been increased to $6.

Widows and Orphans — Of the ninety-one miners who lost their lives in the mine disaster at Bartley, W. Va., on January 10, eighty-one were regularly at work and eligible for benefits under the old age and survivors' insurance title of the Social Security Act. G. R. Parker, regional director of the Social Security Board, states that sixty-six claims have been filed on behalf of widows and orphans of the accident victims, and fourteen additional claims "are in process of development." When all are in, there will be seventy-six widows and 129 children claiming the benefits of these provisions of the security act. Benefits are based on the average monthly wages of the deceased, and will continue until the youngest child reaches the age of eighteen. Of the forty-nine claims so far approved, twelve are on behalf of widows with only one child, whose benefits will average $32.35 a month; four widows have two children, and monthly benefits will average $42; six widows have three children, and their benefits will average $52.27 a month; under twelve claims,

DR. UFFORD MRS. ROOSEVELT JUDGE BENTLEY

"I came away feeling that the story should be told and told and told," said Mrs. Franklin D. Roosevelt last month at a meeting of the Monday Evening Club in Washington of her unannounced visits to three District of Columbia institutions for children and the aged. Overcrowding, inadequate facilities and insufficient personnel, she said, precluded the possibilities of proper care for the inmates, particularly in the Children's Receiving Home and in the Blue Plains Home for the Aged. A few days before the meeting Mrs. Roosevelt told a subcommittee of the House that she had never yet found a model institution in the District of Columbia. With Mrs. Roosevelt in the picture are Dr. Walter S. Ufford and Judge Fay Bentley of the District of Columbia juvenile court.

each a widow with four or more children, benefits will range from $48 to $55 a month. In fifteen cases, where there are no dependents eligible for monthly benefits, lump sum death claims were approved, averaging $146. Newspaper accounts of the disaster stated that "before all the bodies had been removed from the shaft at Bartley, W. Va., the board sent a field-office manager, an attorney and a stenographer to the town to see that widows of the victims got help in filing claims for benefits under the Social Security Act."

Against Crime

EVALUATION of parole by measuring degrees of success or failure of individual cases has been the object of the New York State Board of Parole in keeping continuous records of all parolees for the past six years. The first attempt at measurement, based on the five-year study of the group of men and women released from prisons and reformatories in 1934, appears as a part of the recently published ninth annual report of the State Division of Parole. In that year, as the result of legislation, there was almost double the usual number of mandatory releases—persons under definite sentences released for good behavior, all multiple offenders. Because release for good behavior is incompatible with the best parole theory, the records of these persons were kept separate from the records of the regular parolees—persons serving indeterminate sentences who had been released because the Parole Board felt that they were likely to make good adjustments to society. Though the same quality of supervision was given both groups, 45 percent of the mandatory releases were returned to prison sometime within the five-year period as compared to 36 percent of the regular parolees. A further breakdown indicates something of the degree of the failures: 25 percent of the mandatory releases committed new crimes; 20 percent violated parole. Of the regular parolees only 18 percent committed new crimes; another 18 percent were sent back to prison before they had a chance to offend again.

Packing Them In—The annual report of the Federal Bureau of Prisons, covering the period from July 1, 1938, to June 30, 1939, contains photographs and charts which indicate that overcrowding remains a major problem in federal institutions. It is estimated that at the end of the fiscal year 1941, the average prison population will be 2790 in excess of normal capacity. Pictures show prisoners sleeping in warehouses, hallways, basements.

Prisoners—Women constituted only 5 percent of the 68,326 felony prisoners committed to state and federal prisons during 1938, according to recently released figures from the U. S. Bureau of the Census. The median age for all felony prisoners was twenty-eight years; for federal prisoners, however, it was thirty-two as compared to twenty-seven for state prisoners. Two thirds of all the prisoners were native white; one fourth, Negro; but among women the native white proportion was smaller and the Negro proportion larger. Nearly half the men, but only about a fourth of the women, were single. Less than 52 percent of all the prisoners were first offenders. The figures are based on statistics sent in from all states with the exception of Alabama and Georgia.

Making Good—A recent study of 1500 probationers in Monroe County (Rochester), N. Y., showed that over a period of ten years less than four out of every 100 committed new crimes. The study was made by Abram Nicholls Jones, chief probation officer of the Monroe county court.

Expensive—White collar criminality, financially several times as costly as the "crimes which are customarily regarded as the crime problem," was the subject of a bitter attack at a recent joint meeting of the American Economic Association and the Rural Sociological Society. Dr. Edwin H. Sutherland, sociologist of Indiana University, told of a case of embezzlement of $600,000 by an officer of a chain grocery which was six times as much as the chain's annual losses from 500 burglaries and robberies. "Better business bureaus and crime commissions, composed of business and professional men," said Dr. Sutherland, "attack burglary, robbery and cheap swindles but overlook the crimes of their own members."

The Young Criminal—The establishment in every state of a "youth-justice authority" for the treatment of criminals between the ages of seventeen and twenty-one recently was proposed by the American Law Institute, an association of prominent lawyers, judges and law school deans. All law violators within those age limits who had been adjudged guilty in criminal courts—with the exception of persons who had been merely fined, who had received suspended sentence, or who were guilty of a capital offense—would be committed to the authority for "suitable types of treatment." The authority would also administer a coordinated probation and parole service. A model statute has been formulated by the A.L.I. to guide the states in following its proposal.

The institute is now engaged on a two-year investigation into crime and youth. Already its research has uncovered some alarming facts: approximately 19 percent of the persons sentenced to state and federal institutions are under twenty-one; youths between sixteen and twenty-one contribute more than any other age group to crimes against property.

Youth and Education

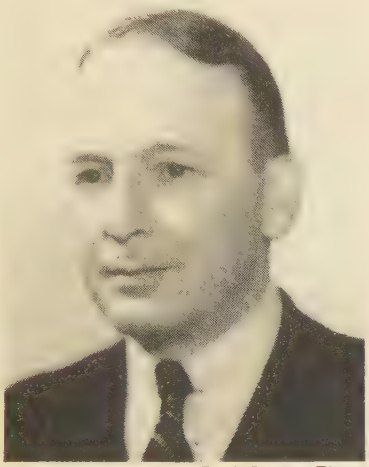
IN spite of changes for the better in business conditions, there are some 50,000 more unemployed youths in this country today than there were in November 1937, according to a recent report by Helen Harris, regional director of the National Youth Administration in New York City. Miss Harris states that her surveys indicate that young people do not benefit to the same extent as do older people in time of economic up-turn. Most of the jobs that go to young men and women in the eighteen to twenty-four age group, she finds, are temporary, unskilled jobs. Better opportunities are open only to applicants "with experience," and young people are unable to obtain the requisite experience. The NYA program of part time work on publicly financed projects was established to help meet this situation, but it is limited by the available relief funds. Miss Harris's report shows that there are 184,617 needy youths in New York City eligible for NYA placement, but that only 12,000 can be taken on because of limited funds. The number of eligibles includes 63,472 in home relief and WPA families, and 121,145 in families with incomes under $1500 a year.

Anniversary—Its quarter century of work on behalf of rural youth is reviewed by the Alliance for Guidance of Rural Youth (Grace American Building, Richmond, Va.) in a 100-page illustrated report. The review shows the change in the organization's focus from "the educationally privileged group which it came into existence to serve primarily, to the extremest edge of the underprivileged represented by the one-room school in mountain areas." It includes discussion of the Alliance's growing health and recreation programs, and its five-year-old guidance demonstration in Breathitt County, Ky.

Student Aid—The college and graduate student work program of the National Youth Administration is reaching 18.8 percent more young people than a year ago, according to the 1939-40 summary recently issued by the Washington office. For this year the national student quota, based on 10 percent of the October 1938 enrollment, is 104,379, as compared with 87,886 for the preceding academic year. Undergraduates are permitted to earn an amount set by college authorities between a minimum of $10 and a maximum of $20 a month, while

graduate students' earnings range from $20 to $30. The total allotment of college and graduate work funds for the current year amounts to more than $14 million. The program provides part time employment to needy students between the ages of sixteen and twenty-four, who are regularly enrolled in bona fide, tax exempt educational institutions. The officials of each institution select the needy students and assign them to projects under faculty supervision. This year, 1698 institutions are cooperating in the program.

College Values—As usual, the annual report of the Carnegie Foundation for the Advancement of Teaching not only covers the far-flung activities of that body, but includes comment on the current educational scene. In a section discussing "Colleges, the Public, and Philanthropic Endowments," Walter A. Jessup, president of the Foundation, observes that: "After all, most of our higher institutions are teaching institutions. Problems might be simplified if more colleges would center their attention wholly on undergraduate teaching and offer only such courses as can be paid for: either first, by drawing upon the resources provided for education . . . or, secondly, by 'selling' the courses to the individual student. Scientific inquiries that have been made in recent years suggest that excellence of the college product is not so much a function of college equipment or of diversified curriculum as of other things—things that are much more simple and less expensive: careful selection of staff, careful selection of student body, a budget that is balanced from the standpoint not only of the comptroller but of the student. If the student is to pay for an ever larger share of the cost of education, he has a right to expect the best job possible for the time and money he expends. In the long run he will surely expect more than publicity, football, or even ivy-clad walls."



Paul Parker Photo

CLINTON W. ARESON

To help itself undergo an intensive self-analysis, the Child Welfare League of America has borrowed back its former assistant executive director, Clinton W. Areson, from New York City's domestic relations court where for nearly four years he has been chief probation officer. Mr. Areson will serve as program director of the committee on reorganization recently set up to find out in what direction lay the league's possibilities of best service and to devise a plan for the future. Other members of the planning committee are Leonard W. Mayo, chairman, Paul T. Beisser, Mary Irene Atkinson, Mrs. Richard J. Bernhard, Rev. Patrick O'Boyle, Frank R. Pentlarge and Alfred Whitman.

St. Louis Figures—Interesting figures on the changing number of young people in one American city are brought together in the first survey report of the St. Louis Youth Commission, "Youth as a Population Element in St. Louis, 1890-1940." The figures show that the absolute number of white youth in that city reached its peak in 1910 and has been decreasing at an irregular rate since that time; the number of Negro youth is still increasing, but the rate of increase is diminishing. The relative number of youth (the survey used the fifteen to twenty-four age group) has decreased throughout the fifty years covered by the study, but the rate is decreasing and an early point of equilibrium is indicated. In 1890, youth constituted 22 percent of the St. Louis population; in 1940, the figure is expected to be 16.8 percent. The figures are almost exactly the same for Negro youth as for the total youth population. Subsequent Youth Commission surveys will show the effects of these population trends on education, employment, and various other fields.

Adult Minds—Results of a radio "intelligence test" as reported by Dean Frank H. Freeman of the School of Education, University of California, tend to contradict the conclusions of many psychologists that there is a sharp decline in mental ability after the age of forty-five. Among the 2331 persons between the ages of ten and ninety taking Dean Freeman's test, those over forty made a slightly better showing than those between the ages of twenty and forty, usually considered the peak period of intellectual power. "The results indicate that a person's intellectual capabilities do not decline after he is forty if he uses those capabilities," Dean Freeman states. "The average person may show a little decrease in speed, perhaps, but in real intellectual accomplishments no substantial decline is indicated." In scoring the fifteen-minute test, "perfection" was rated at "40." No one achieved this score. Men and women from professional and higher business groups topped the list with a median score of 31.58, followed in order by semi-professional and business men, unemployed, students, skilled laborers, housewives, common and unskilled laborers.

Learning by Doing—The five-year experimental program, started four years ago by the New York City Board of Education in seventy schools with some 50,000 pupils, is summarized to date in a recent report by Assistant Superintendent John J. Loftus, in charge of the project. Dr. Loftus states that the experiment is influencing the teaching methods of the entire city school system, and estimates that the experiment's "progressive" methods and activity program are being practiced in some degree in about 25 percent of the schools. In the activity program, John Dewey's "learning by doing" philosophy is followed, with a high degree of individual freedom for the pupils. Pupils in the activity classes seem to excel in quality of cooperation, initiative, experimentation, critical capacity, and leadership. Traditional classes maintain a substantial lead over the experimental groups in arithmetic computation and reasoning, and in reading speed; a slightly better average in spelling and in language usage. These preliminary results indicate that traditional methods are more successful in teaching routine academic subjects, but that the activity methods score in developing character traits and in fostering personality growth and social adjustment.

Group Work

UNDER the title, "Let's Discuss Our Problems Together," the American Association for the Study of Group Work has published a manual for local study groups in answer to demands for a guide that will represent the best practices and methods in the field of study based on the experience of successful study groups. A foreword by Charles E. Hendry sketches briefly the development of the idea of cooperative inquiry in the field of group work from local voluntary groups of similar agency affiliation to a national voluntary association open to all who use the group work process. The manual, in suggesting methods for organizing study, considers such questions as: How can we find significant and vital problems of common interest? How can we get started after we have selected a problem for study? How have other groups gone about it? A section, "Suggested Topics for Discussion," will be of interest to students of the group work

process who are eager to share in its development. The booklet, compiled by Joe Hoffer of the Philadelphia Council of Social Agencies in cooperation with the committee on local group studies, Wes Klusman, chairman, will go to all members of the AASGW as a membership service. Others may obtain it from the association, 381 Fourth Avenue, New York. Price 25 cents, 20 cents in quantities of ten or more.

Boys and Girls—The YMCA and YWCA in Pittsburgh have embarked on a program of joint study and cooperation. Begun a little over a year ago with the establishment of a council composed of fifteen members representing both associations, the program embraces several aims: joint leadership training; interpretation of group work processes to the community; joint approach to the community with general projects; development of additional experiences in staff acquaintance; experiments in parent education; united approach in geographical areas in which there is now only one or no Y; use of each other's buildings and facilities. Already the associations have undertaken several group activities bringing their young people together. Among them are religious meetings in downtown Pittsburgh, the sharing of work and recreational programs between two summer camps, a citywide conference on public affairs, inter-branch discussion groups, outing and dramatic clubs.

In Print—"A Leader's Guide to the Brownie Scout Program," published by Girl Scouts, Inc., presents an advanced formulation of philosophy and method in programs for younger girls. Price 50 cents from Girl Scouts, Inc., 14 West 49 Street, New York. . . . "Report of the Second National Conference on the College Training of Recreation Workers," contains the proceedings of the conference held last year at the University of North Carolina. The papers included represent various types of professional background: national parks, state parks, municipal recreation, the WPA, housing, camps, physical education, social work, university extension. Price 55 cents from the Farnham Printing and Stationery Company, Minneapolis, Minn.

Leadership—Qualifications for leadership in group work have been outlined in several statements recently issued by various agencies. Among them are: "Professional Opportunities in the YMCA," which appeared in a recent number of the periodical, *Occupations*; "Standards, Training, Experience and Compensation in Community Recreation Work," prepared by the National Recreation Association; "Professional Opportunities in Girl Scouting," issued by the personnel division of Girl Scouts, Inc.; "Leadership Opportunities and Qualifications," published by the Boys' Clubs of America. The latter emphasizes the importance of academic and professional training but insists that "formal training in an academic setting is not and never can become a substitute for experience in situations calling for actual leadership."

Pre-School—Taking inventory of the developments of its pre-school program in the sixteen months since it was reorganized on a cooperative basis, the Union Settlement of Hartford (Conn.) lists the following assets: the mothers have assumed complete responsibility for the housework; most of the mothers are now taking responsibility for routine procedures with the children and some supervision for their program activities; a daily conference is held with the mothers who are in attendance for the "service program"; the fathers have repainted and repaired most of the toys and equipment; several mothers who are working extra hours on the program are being paid by mothers who have less time because of employment. The net result, says Robert M. Heininger, director of the settlement, is an increased vitality in the parent education program and in the fathers' and mothers' meetings.

Relief and WPA

ALL is well with WPA in New York City, according to the 1939 report recently issued by Lieut. Col. Brehon B. Somervell, local administrator. In sizing up the accomplishments for a year which brought tremendous upheavals at the halfway mark, Col. Somervell maintains that the net result was increased efficiency and a raising of morale. Complaints in December were only one fourth the number in the previous January. As first cause in this change for the better, he points to the program of operations planned at the beginning of the year by federal, state and city authorities. This plan, says the colonel, tended to act as stabilizer to the jolts which were to come in July—the requirements of 130 hours work per month and layoffs after eighteen months of work. However, he also names those same jolts as factors in shaking down the WPA into a more smoothly going concern: the 130-hour requirement because it made possible the reduction of the numbers of grades of employes and rates of pay from 125 to 5; the eighteen months rule because of its "beneficial" aspects which, however, are not specifically mentioned in the report.

Although the planned program originally called for 175,000 workers, new quotas reduced this number to 110,057 by the end of the year. Of these, approximately 27,500 were single persons taken on after "all available" family heads were included. Of the 100,000 persons dropped last summer because of the eighteen months rule, 31 percent had returned to the WPA rolls by the end of December. Altogether, 190,000 had left the rolls either voluntarily or involuntarily during the year. Of the latter, 13,000 were AF of L mechanics discharged when they struck against the 130-hour requirement. The combined total of WPA and home relief rolls in New York dropped 24 percent during 1939.

Modified—Pennsylvania's State Board of Public Assistance recently loosened its former inflexible ruling against the granting of relief to persons waiting for unemployment compensation. Previously no one in this category was eligible for direct relief unless his family contained other workers not entitled to unemployment compensation, unless his family had received assistance prior to qualifying for benefits, or unless he had left the relief rolls with an automatic reinstatement certificate. (See *Survey Midmonthly*, November 1939, page 350 and December 1939, page 379.) Now the board recognizes that there are cases where "the assumptions on which the general policy is based do not hold." Among these are cases where the wages just terminated approximated the assistance level, cases where continuing emergencies exhausted all resources and credit, cases where the unemployment compensation benefits to be received are substantially less than the assistance grant and wages have not been sufficient to provide for an accumulation.

They Don't Belong—An appeal to a higher court will test the constitutionality of a statute under which a judge in Westchester County, N. Y., recently ordered six members of a self-supporting family to leave the state because he doubted their ability to remain self-supporting. (See *Survey Midmonthly*, February 1940, page 71.) Meanwhile the county is continuing its move to evict from the state about sixty families who are lacking in legal settlement, in spite of the fact that localities in New York are reimbursed in full by the state for relief funds expended on non-settled families. . . . Over 1500 families applied to five private agencies in Chicago for aid between November 1, 1939, and January 1, 1940, because of being made ineligible for relief by the new three-year residence law. (See *Survey Midmonthly*, August 1939, page 248.)

Whom It Hurts—Facing the prospect of another relief crisis this month, Toledo, Ohio, can look back on its recent crisis through the pages of "The Toledo Relief Survey, November 1939," prepared by the local Council of Social Agencies, 607 Second National Bank Building. Last November nineteen local

social service agencies cooperated in making a study of conditions in those employable families whose relief had been cut off since September. It was found that of the 5921 cases, 1014 had procured either WPA or private employment and 640 others had sufficient income to pay for food and rent, leaving 3253 in which conditions were questionable. A sample survey of 10 percent of the latter group showed 67 percent of the families to be in "actual need." About 42 percent of the persons in these families were under twenty-one years of age; 27 percent of all were children of school age. Families reported "getting along" with assistance from neighbors, odd jobs, relatives, credit, and surplus commodities.

Look Around—In the city of Washington, where marble halls resound with the word "economy," there are 6000 persons certified as eligible for WPA for whom there are no WPA jobs. Neither they nor their families can receive direct relief unless evicted or suffering from an acute illness.

Surplus Cotton—The Federal Surplus Commodity Corporation's newest venture, the cotton stamp plan, is expected to get underway this month. (See *Survey Midmonthly,* January 1940, pp. 17-18.) Procedures for its operation will be similar to those of the food stamp plan already working in some thirty cities throughout the country. Under the cotton plan, every three months eligible persons—on federal, state or local work or direct relief, certified as eligible for such relief or receiving assistance under the Social Security Act—will be able to buy stamps exchangeable for American-made cotton goods at local dry goods stores. For every dollar's worth of stamps bought the purchaser will receive one dollar's worth free. Rates of purchase, however, have been set by the FSCC as follows: a family consisting of one or two persons will be able to buy as a minimum, a $4 book of stamps costing $2, as a maximum, a $6 book costing $3; for three and four person families the minimum will be a $6 book, maximum a $10 book; for five person or larger families $8 books will be the minimum, $12 books the maximum. The stamps will be issued in 25 cent denominations. The plan does not include any price-setting of the goods but depends on retailer's competition to keep prices within bounds. It is estimated that the $10 million to go into the plan will relieve farmers of only 60,000 out of 12 million bales of surplus cotton. However, textile workers, mill owners and storekeepers are also expected to benefit from the plan. The cities to be the first settings of the experiment are to be chosen from among those of 50,000 population or upward in which the food stamp plan already is in operation.

Another FSCC plan for giving low income families the benefit of some of the cotton surplus is to be put in operation in about sixty counties of the cotton growing states. Under it lint cotton and ticking for mattresses will be available to farm families having an income less than $400 a year and urban families with an income under $500. County AAA committees will determine the eligibility of families requesting the material. Families of WPA workers will not be eligible for the benefits of the plan.

The Public's Health

EIGHTY years a typhoid carrier is the unenviable distinction of a resident of Westchester County, N. Y. The 101-year-old woman, discovered to be a carrier when two of her great-grandchildren recently contracted the disease, suffered from typhoid fever eighty years ago, before coming to this country.

Over 400 typhoid carriers are registered and under supervision in New York State. It is estimated that approximately 3 percent of all typhoid sufferers develop into chronic carriers of the disease.

Ignorance—That nearly a third of the country's nine million venereal disease victims still depend on "quack" treatment is indicated by the results of a sample survey recently conducted by the U. S. Public Health Service and the American Social Hygiene Association. Undercover men gathered information from over 1000 men in streets, parks, poolrooms and approached clerks in 1150 drugstores. Over 65 percent of those whose advice was asked concerning where to go for venereal disease treatment suggested a drugstore or volunteered information about some home remedy. Only 31 percent advised a good doctor. Sixty-two percent of the drugstore clerks offered to sell remedies on the basis of their own diagnoses. Discouraged social hygienists point to these findings as proof of the need for a stronger anti-venereal disease program to include: legislation in the thirty-three states which have no anti-quackery laws; stronger enforcement of existing laws; greater appropriations for "counter-propaganda" by the U. S. Public Health Service.

Organized—Setting itself up as a guardian of plans for good low cost medical care, the Group Health Federation of America, in its second annual convention held in Chicago last month, completed its formal organization and defined its aims and policies. The association, composed of various group health organizations which provide medical care to self-supporting people on a voluntary prepayment basis, adopted a constitution in which three aims were stated: to promote low cost plans for good medical care for people of moderate means; to establish and maintain high standards of professional medical care among its members; to act as a coordinating agency and informational exchange for its members. Resolutions on policy adopted at the convention called for: special emphasis on the development and maintenance of the "highest possible standards of medical practice within all voluntary group health plans"; the inclusion of complete medical preventive services within the plans; a sound financial basis for all plans; the decision of general administrative policies of the plans through cooperation between the medical staffs and the membership lay representatives; the cooperation of member organizations in furnishing the association with statistical data. The association elected as its first president Dr. Mahlon D. Ogden of Trinity Hospital, Little Rock, Ark.

Alcoholics — More patients were treated at the Keeley Institute, Douglas, Ill., between 1935-1938 than at any other period in the past thirty years, according to recent reports from the famed sanitarium for alcoholics. Most striking phase of the increase was the rise in the number of women patients who numbered 90 percent more in 1938 than in 1933, the last year of prohibition.

Movie—The hazards of silicosis in the lead and zinc mining areas of Missouri, Kansas and Oklahoma are dramatically portrayed in a documentary film, "Men and Dust," based on the findings of the Tri-State Survey Committee of New York. (See *Survey Midmonthly,* February 1940, page 74.) The film is available for group showings either in thirty-five millimeter or sixteen millimeter sizes. Inquire of the committee, 100 Fifth Avenue, New York.

For Mankind—Only a few days after the death of its president, Edward S. Harkness, noted philanthropist, the Commonwealth Fund issued its annual report for 1939. Not the least among the various fields embraced by the foundation established by Mr. Harkness's mother "to do something for the welfare of mankind" are the fields of public health and rural hospital development. In 1939 the Fund spent $491,606 for the construction of hospitals in such rural communities as Murfreesboro, Tenn., Farmville, Va., Glasgow, Ky., Farmington, Me., Beloit, Kan., Wauseon, Ohio, Kingsport, Tenn., Tupelo, Miss., Ada, Okla., Provo, Utah, Lancaster, S. C., and Pittsfield, Ill. Says the report in regard to this program: "Experience . . . indicates that the conventional division into private rooms, semi-private

HENRY T. LEVY

"Seventeen years is much too long for any individual to remain in a job of this kind," says Henry T. Levy in speaking of his service as executive secretary of the Dallas Community Chest from which his resignation becomes effective next month. But there are Dallas citizens who view those years not so much a length of time as an accumulated record of "conscientious and devoted service." Says the *Dallas News:* "Too much praise cannot be accorded the energy and understanding devoted over the whole course of his seventeen years by Henry T. Levy to the Community Chest."

rooms and wards is too rigid for small hospitals, where the available space must be used with all possible flexibility. . . . In its next project the Fund expects to eliminate the wards and install only single rooms, which can be fitted more closely into the shifting curve of demand."

During the same year the fund appropriated $356,619 for public health activities in five states, Tennessee, Mississippi, Oklahoma, Alabama, Massachusetts, and for grants and fellowships to further postgraduate medical education and study; $34,500 for continuing research in public health services; $193,329 for fellowships in general psychiatry, child psychiatry, psychiatric-pediatric training, psychiatric social work, administered through various universities, mental hygiene clinics and professional schools.

Another Way—A third answer to the controversial question, "Who shall provide sex instruction?" recently emerged from Brooklyn, N. Y., where the Rev. George A. Crapullo, pastor of the Irving Square Presbyterian Church, arranged for discussion groups for boys, girls, young men, and young women of his church. Four lectures each were given to the girls' and women's group and to the boys' and men's group by a local health officer; literature from the American Social Hygiene Association was made available; and the motion picture, "The Gift of Life," was shown. No charge was made for admission to either group of lectures, but it was required that each person be previously registered to attend the complete series. Minors were required to be accompanied by their parents, girls by their mothers, boys by their fathers. No one under twelve was admitted.

Childhood Diseases—Children under ten suffer a greater frequency of disabling illnesses than any other age group with the exception of the aged, according to the figures obtained from eighty-three cities by the National Health Survey and published in detail in a recent bulletin of the U. S. Public Health Service. The duration of illness, however, was found to be lowest in this age group. Eighty percent of illnesses among all children under fifteen years of age were due to communicable or respiratory diseases.

The fallacious theory that it is safer for a child to "get over" the "catching diseases" when young is exploded by figures appearing in the current *Health Bulletin* of the North Carolina State Board of Health. During the period 1934-38 nearly 15 percent of the diphtheria cases of children under five proved fatal as compared with less than 5 percent of the cases of children between the ages of five and nine; over 2 percent of the scarlet fever cases were fatal in the younger group as compared with less than one percent in the older group; nearly 1.5 percent of the younger children's measles cases proved fatal as compared with one tenth of one percent of the older childrens'; nearly 5 percent of the whooping cough cases of children under five were fatal as compared with slightly less than two tenths of one percent of the cases of children between five and nine.

Insurance Groups—Two new health insurance plans for government employes to get underway within the past year were: the California State Employes Association which arranges for low cost medical service with the California Physicians' Service to cover all state employes earning $3000 a year or less and provides medical and surgical care and hospitalization for a monthly premium of $2.50; the plan providing for surgical and hospital care for utility employes in Hamilton, Ohio, which was added to the group annuity and life insurance scheme adopted by the employes two years earlier. . . . Washington's Group Health Association, begun by employes of the Home Owners Loan Corporation in 1937 and since beset by vicissitudes reminiscent of those of Bunyan's Pilgrim, now has members enrolled from forty federal agencies. . . . The Western New York Medical Plan, Buffalo, is the third medical insurance organization to receive a permit to operate under New York's revised insurance code (see *Survey Midmonthly,* August 1939, page 254). . . . The board and officers of the Group Health Association of New York (City), a group medical plan, recently incorporated as a cooperative—the Group Health Cooperative, Inc., in which name they have applied to the state superintendent of insurance for a permit to offer the plan to the public.

Birth Control

FOLLOWING the lead of its neighbor to the north, South Carolina has become the second state to provide publicly supported birth control clinics. The announcement was made at the recent annual meeting of the Birth Control Federation of America held in New York. Though the Carolinas are the only states to include birth control in their public health services, the federation estimates that 40 percent of the 553 birth control clinics throughout the country derive at least part of their support from tax funds. This compares with 18 percent three years ago.

A small storm arose during the three-day conference when newspapers announced that the first publicly supported birth control clinic in New York State was opening in Middletown. Officials of the Middletown Maternal Health Center flatly denied the report, maintaining that the center's birth control functions were supported entirely by private funds. The confusion had arisen because of the regular attendance of a city nurse at the clinic and from the fact that the clinic is housed in a Board of Health building. It was explained that the nurse confines her duties to "other problems of health."

The bursting of the New York balloon, however, did not deflate the optimism of the child-spacing advocates, whose speakers made mysterious references to three other states about to join the Carolinas in including birth control in their public health programs. Major business of the conference was the establishment of a National Committee on Planned Parenthood to sponsor a nation-wide campaign for $289,117 to finance the federation's program for the coming year. The committee is composed of prominent figures in the fields of medicine, business, education, religion, science, literature, social welfare and civic affairs.

New Plan—January brought the last issue of the *Birth Control Review,*

monthly magazine of the Birth Control Federation of America, which has suspended publication of the periodical in favor of a new publicity program to embrace articles in general magazines, a house bulletin, a news letter for contributors, an informational service for friends of the movement.

Public Opinion—Results of a recent Gallup poll indicate that birth control is steadily gaining approval. Seventy-seven percent of persons expressing opinions said that they would approve of "having governmental health clinics furnish birth control information to married people who want it" as against 23 percent who would disapprove. A year ago when a similar question was asked, 72 percent approved of the furnishing of birth control information by a governmental agency and 28 percent disapproved. There was no marked difference of opinion among the economic groups. Those who approved expressed the opinion that birth control information should be available to low income families to help them afford better living conditions for the children they have and also to enable them to avoid "quackery." Disapproval was based on three reasons: that birth control is a private matter not a governmental concern; that it is contrary to religious principle; that it will lead to race suicide.

Disagreement—Paradoxical decisions from the same lower court have left Connecticut in a state of confusion over whether or not physicians legally can give birth control information to married women whose health requires it. Two court cases arose from the recent closing of the Chase Dispensary at Waterbury and the seizure of contraceptive supplies. In acquitting the persons involved, a judge of a lower court handed down an opinion that the state's law prohibiting the giving of contraceptive advice was unconstitutional because it failed to include "proper exceptions" to permit physicians to prescribe for the health of their patients. Another judge upheld the law in ruling that the materials and case records seized from the clinic should be destroyed. Both cases have been appealed to the state supreme court of errors, the first by the state and the second by the defendant, and await a ruling on the constitutionality of the law by the higher court.

Consumer Education

FOOD takes 33 cents out of the city worker's dollar, housing and fuel almost 25 cents, clothing 10 cents, miscellaneous items the rest, according to the New York State Bureau of Labor Statistics. The figures are based on a survey the bureau made during 1934-1936. Co-operating were some 14,000 families of employed wage earners and clerical workers with a minimum income of $500 and an average of $1515 a year. The automobile, used for recreation, transportation to and from business and school, as well as for other purposes, is the largest "miscellaneous" expenditure in the family budget, costing $87 per family per year for purchase, operation and maintenance. At the lower income levels, food and housing claim more of the total income, with less money for clothing, recreation, medical care.

Going Up—Alarmed by the returns from a thousand questionnaires sent to housewives in Chicago, delegates of 73 consumer organizations attending that city's United Conference Against the High Cost of Living passed a resolution urging the city fathers to establish a Consumers' Counsel following the pattern of the New York City Bureau of Consumers' Service, which broadcasts every morning the day's prevailing food prices. The conference chairman, Mrs. Alice E. Treleavan, announced that if last summer's figure for prices paid for foodstuffs was 100, the end of September figure was 125½.

Optimist?—Aid to consumers by setting up standards of quality as a guide in the purchase of consumer goods not already covered by the Food and Drugs Act is being urged by the National Bureau of Standards, which is backing a bill introduced in the House by Congressman Boren of Oklahoma. The requirements of each standard would need to be definite, limited to essential things, directed toward performance, based on extended study and tests. When he first considered the bill, Congressman Boren estimated that it would take ten years to put it through Congress; later he said five years, more recently he has suggested three.

The Test of Doing—Members of the Women's City Club of Berkeley, Calif., delighted with their last year's experiment in home building, have undertaken a similar consumer education project this year. The first house was conceived when, during a post-lecture discussion, a club member asked, "Why not build a real home, not just a pencil and paper one, and put our ideas to the test?" The suggestion was adopted, financial backing was secured and an interior decorator, an architect, a landscape gardener and a builder were drafted for expert help. The club members made a list of "must haves" and "don't wants," keeping in mind a home which fitted their own way of living. Having developed a floor plan to fit their ideas they designed the exterior to fit the floor plan. The essentials were not style or period, but convenience and beauty. A garage with an easy level approach opening directly into the kitchen, a laundry on the main floor, plenty of wall area, light and ventilation for closets, were a few of the "musts." Before the decorating and landscaping were completed the club had offers from several would-be-purchasers. Over 500 women have enrolled in the home planning class this year.

Basic—A platform of principles was drawn up recently by the National Consumer-Retailer Council, organized in 1937 to foster better relations between consumers and retailers and to "manufacture understanding." In it is a recognition of the need of the consumer for an understanding of basic economics affecting our standards of living. The statement also emphasizes the importance of consumers taking a more active part in promoting the development and use of those methods of identifying quality and performance in consumer goods that make intelligent buying possible. The council is an independent organization, sponsored by such national consumer associations as the American Home Economics Association, the American Association of University Women, the General Federation of Women's Clubs; and by national retailer associations such as the National Retail Dry Goods Association, the American Retail Federation, the National Association of Better Business Bureaus. It is financed wholly by voluntary contributions.

Volunteers

DURING 1939 the 148 Junior Leagues of America spent $488,232 on community projects concerned with adult health, children's case work, day nurseries, child guidance, children's health, family work, community centers, playgrounds and camps, children's theater, and other welfare or cultural services. The money was raised in a variety of ways, from social functions and sport events to rummage sales and tea rooms. Mrs. Robert E. Dingman, secretary of the ways and means department of the JLA, in interpreting the year's financial report emphasized the value of experience gained by Junior League members in raising and budgeting funds. Said Mrs. Dingman: "To bring to one's job in the community even a slight training in those things is bringing equipment without which the knowledge, enthusiasm and capabilities of others can never be fully realized."

Self-Survey—In its effort to train its volunteers in and through their jobs, especially those who are active on boards and committees, the National Board of the YWCA issues series of test questions of the short answer type asking for facts

and opinions, or essay questions making generous use of why's and wherefore's. Along with the questionnaires go separate answer sheets and suggestions for the use of this material. At the end of a term of service a Y volunteer is asked to examine herself thoughtfully and to analyze her assignment, considering her responsibilities, satisfaction or lack of it, difficulties, preference of assignment. The volunteer is encouraged to submit the data in writing to the one who assigned her to her job.

Not Obsolete—Work with the blind remains one of the most fertile fields for volunteers, involving as it does a steady demand for persons to teach the blind to read and to transcribe books into Braille. Hand-copied Braille books are now supplemented by books embossed by machine, but will probably never become obsolete, according to the opinion of workers with the blind, who point to a steady demand for books not adapted to mass production but needed for use by individuals in special lines of study or business.

Thrift Shops—Enthusiastic and experienced volunteers have in the past eight months given 827 hours of service to the Thrift Shop on Bridge Street, Brooklyn, sponsored by the Brooklyn Bureau of Charities. They have collected donations, priced, tagged and sold them. Clothing and household articles have been reconditioned and distributed or offered for sale at low prices, thus meeting the needs of bureau families while fostering their self-respect. Proceeds from these sales are used by the bureau for new clothing for clients needing it. . . . A thrift shop in the East Liberty section of Pittsburgh, having grown out of the annual rummage sale of the Cot Club, now is one of the major sources of finances for the children's ward of the Western Pennsylvania Hospital. Besides individually giving one day a month to running the shop, the members of the club have assumed entire support of the ward and meet regularly to make the hospital clothing, bandages and other supplies needed for children in a hospital.

Listening Posts—A course of eight lectures in social interpretation designed for volunteers has been announced by the Social Service Bureau of the New York City magistrate's courts, (see *Survey Midmonthly,* January 1940, page 23), with John C. Thurrott, of the New York School of Social Work, Eleanor Neustaedter, of the Community Service Society, and other specialists in allied fields discussing principles and problems of social work. The last lecture will be given by Magistrate Anna M. Kross, who organized the bureau in 1936. . . . The Catholic Charities of the Archdiocese of New York is sponsoring a series of nine lectures at the Carroll Club to aid young Catholic women in volunteer social work. Among those to appear on the platform has been Mary L. Gibbons, first deputy commissioner of the New York State Department of Social Welfare, who warned the young women that leaders must first serve an apprenticeship of experience. "You start in by rolling up your sleeves and going to work at something yourself, until you find out what it is all about." The lectures will cover the work of the Catholic Charities in family welfare, child welfare, health, recreation and other non-relief welfare activities. . . . The recently opened spring orientation course of the Central Volunteer Bureau of Brooklyn was preceded by a "sociable," to encourage board members and volunteers to mingle with each other and chat about their mutual problems. Each volunteer was invited to bring a potential recruit to hear the short talks by an agency supervisor, by an active volunteer, by the executive secretary of the Brooklyn Council for Social Planning. . . . In an extension course on Rochester Social Agencies, offered by the Division of University Extension of the University of Rochester, N. Y., Oscar W. Kuolt, general secretary of the Council of Social Agencies, discussed recent developments in social work in city, state and nation, including those in family care, relief, child services, care of the sick and aged.

People and Things

GIFTS and bequests made in six major cities of the United States during 1939 increased 25 percent over those of the previous year, according to figures released by the John Price Jones Corporation, public relations counselors and fund-raising experts. In New York, Chicago, Philadelphia, Boston, Washington and Baltimore, philanthropic giving amounted to $101,060,184 as compared to $79,866,209 the year before. However, the gain was due largely to the $25 million painting collection presented to the National Art Gallery by Samuel H. Kress. Without this gift the total for gifts and bequests would have been less than in the recession year of 1938, as bequests showed a decided decrease.

Foreign relief increased more than any type of philanthropy, having risen 700 percent over the figure for the preceding year. Other fields to show increased gain from donations were education, organized relief, fine arts, religion. Recreation, health and "miscellaneous reform" received less than in 1938.

New Jobs—The governor of Massachusetts recently appointed Eva Whiting White, president of the Women's Educational and Industrial Union, as chairman of the division of immigration and Americanization of the state's Department of Education. . . . Joel Earnest, once director of the old Emergency Relief Bureau in New York City, was recently named commissioner of health and welfare for the state of Maine. . . . Carol R. Daugherty, chief of the research and statistics branch of the Wage and Hour Division, U. S. Department of Labor, has been appointed professor of social sciences at Hunter College, New York City, to succeed Edgar Dawson, retired. . . . Mary J. Dunn is the new assistant to the senior public health nursing consultant, U. S. Public Health Service, Washington.

Rechristened—The Family Welfare Society of Duluth, Minn., has changed its name to the Family Service Society.

Meetings—Father Flanagan of Boys Town, Neb., will be one of the headliners at the Illinois Ninth Annual Conference on Delinquency Prevention to be held in Rock Island, May 13-15. More than 1500 persons are expected to attend the meetings which are open to the public. Originally promoted by the Big Brothers and Sisters movement in Illinois, the conference is sponsored by the host city, the Rock Island Council of Social Agencies and the State Department of Public Welfare. For information address Stewart D. Cain, Family Welfare Association, Rock Island, Ill. . . . Indianapolis is to be the setting for the thirty-second annual convention of the Special Libraries Association, June 3-6. . . . How the private and public welfare dollar is spent is to be the focus of attention at the National Citizens' Conference in Detroit, May 24-25. The conference is being sponsored by the Community Chests and Councils. . . . The annual meeting of the American Home Economics Association will be held in Cleveland, June 23-27. . . . The National Convention of the American Red Cross will be held in Washington, D. C., May 6-8, not April 1 as previously announced.

In Publicity—New editor of *Family Service,* weekly bulletin of the Family Service Society of Boston, is David Haynes, until recently case worker at the Brooklyn Bureau of Charities and twice director of the Social Work Publicity Council's "Follies" at the National Conference of Social Work. Mr. Haynes is also working with the Boston Community Fund on a speaker's bureau and radio program. . . . Bernard A. Roloff, erstwhile extension secretary of the Travelers Aid Society of Chicago, has become the first director of public information at the Illinois Children's Home and Aid Society. . . . The Colored Orphan Asylum at Riverdale, New York, has a new director of public relations in Richard P. Buch, formerly of the John Price Jones Corporation.

Readers Write

Some Folks Won't Learn

To the Editor: In *Survey Midmonthly* of last October a grave injustice was done to a Richmond, Ind., highschool Latin teacher of forty years ago. (See "A State Conference Examines Its Anatomy," by Neva R. Deardorff, page 307.) Through me she asks that this wrong be righted. She taught her pupils that the singular is "datum" and that "data" is its plural form, nominative and accusative. In her pupil's manuscript submitted to *Survey Midmonthly,* a sentence reads: "Mrs. Holsinger decided to get data," but alas, in print it appears: "Mrs. Holsinger decided to get that data."

The article has now been reprinted and distributed to members of the New York State Conference on Social Work and Miss Mary Ann Stubbs' pupil stands before *Survey* readers and New York State social workers as a person who, after four years of instruction, either had not been taught or had not learned about the correct usage of this word. Since Miss Stubbs *made* you learn, however stupid, indifferent or resistive you may have been, it is clear that her professional achievement has been belittled and that she is entitled to redress.

Neva R. Deardorff
The Pupil

They Do Care

To the Editor: It has come to my attention that the wording of one statement in my article in the December issue of *Survey Midmonthly* is subject to an interpretation which was far from my intention. The statement appears on page 370 and reads as follows:

"It is true, of course, that in many rural areas the social worker in the new child welfare services under the Social Security Act represents state and federal rather than local concern for dependent and neglected children. The gov'ment, as represented by the child welfare workers, is pretty far removed from the bailiwick of Sam Houston, the local storekeeper."

Apparently some readers feel that this is a too general statement. It also seems to give the impression that the child welfare worker is pretty far removed from the local situation, and might be interpreted to mean that child welfare services are not a matter of local concern.

It seems to me that the provisions of the Social Security Act applying to child welfare were the crystallization of the "best thinking" of the country in regard to the unmet needs of children in rural areas. Now we are engaged in implementing this thinking in the local setting. This is the impression I hoped to convey throughout the rest of the article. The last five paragraphs were certainly intended to describe the worker's activity in helping neglected children about whom local citizens were concerned. I hope most of your readers got this impression.

E. Kathryn Pennypacker
Supervisor, Kent and Sussex Counties
Delaware State Board of Charities

Point of View

To the Editor: In the United States starvation is the result of ignorance or laziness. In some instances it is the result of both.

Yellow cornmeal plus skim milk is a balanced diet. For 15 cents a considerable quantity of cornmeal can be bought. Of course social workers will hold up their hands in horror at such a diet, but after the first European War Herbert Hoover kept millions of people in Europe alive with such food.

Rents for houses in small towns are very low, but city people on relief refuse to live in small towns.

When teaching in Chicago I once managed a garden behind a highschool. Several members of the faculty considered that I was flouting all laws of decency by working therein myself. One reason why many people in Chicago are starving is *ignorance,* pure and simple.

This magnificent country has vast resources in land on which no one needs to starve if they are willing to diversify its use. Sharecroppers in the South permit landowners to plant every inch to cotton because temperatures of ninety degrees in the shade make everybody avoid all exertion possible.

Europe is fighting wars because land is scarce. Immigrants in the past knew what to do with land and did not starve. In fact, many of them lived very well, indeed.

Hastings, Neb. Caroline Bengtson

What It Takes

To the Editor: Apropos of the article in the November issue of *Survey Midmonthly* by Hazel A. Hendricks (see "Training for Rural Social Work" page 338) I offer the suggestions below in all sincerity. I am a psychiatric social worker who trained for rural work and am doing it by preference, although according to a personal survey made at several professional meetings, I seem to be practically unique, at least in my state.

Says Mrs. Hendricks: "Opinions differ as to what should constitute the training of the . . . worker for the rural field. . . . But just exactly what working skills does the rural worker need? . . . Theoretical work and carefully supervised field work, usually in urban centers, cannot prepare them for the exigencies of rural work as it exists today . . . workers fresh from the schools often find it hard to apply their training to specific situations and to reduce their professional vocabulary to easily understood terms."

Say I: Social work in the rural field requires a good knowledge of:

1. One of the allied branches of agriculture—such as floriculture, bee-keeping, or poultry management.
2. Cooking.
3. First aid.
4. Actual teaching experience—probably at least three years.
5. A strong sense of direction.
6. Familiarity with a Sears, Roebuck catalogue.
7. Suitable clothes: including rubber boots (not overshoes); ski pants in winter; warm coat and flat heels.
8. A driving license.

This is not intended to be funny. The subject is serious. Many workers fail to realize the difficulties that they themselves create in a rural community by failure to observe No. 7, for example, or through ignorance of the hours of labor on a working farm which may be interrupted by a call at the wrong time. On the other hand the rewards of work in a rural section are many if you know how to play the game by the rules.

Caroline Wright
Northampton, Mass.

The Ending—If Any

To "Miss Bailey": You talked about real things in the December *Midmonthly* (see "There Comes a Time . . ." page 374), but I want to know more. After the "time comes" what happens to old Jed and Tom Wilson? Do they dog "Miss Godfrey's" steps, haunt the foster homes, spread abroad their decidedly adverse opinions of foster home care, as do our Ed and Sadie? A sequel to "There Comes a Time . . ." would be mighty interesting readin' to me!

Laura B. Sproul
Children's Aid Society of Elk County
Ridgway, Pa.

Miss Bailey Says:—And to me. One of my regrets is that, traveling about as I do, I only pop in and out of situations that have had long beginnings and undoubtedly will have longer endings. I never know the endings—if any. It is "Miss Godfrey"—and you—who should write the sequels.

Book Reviews

Trouble Ahead

THE ECONOMICS OF A DECLINING POPULATION, by W. B. Reddaway. Macmillan. 270 pp. Price $2.50, postpaid by Survey Associates, Inc.

THE study of population is not alone concerned with increasingly involved statistics of birth and deathrates. Population trends carry with them social and economic implications of an ever widening periphery. Yet, as Mr. Reddaway points out, the consequences of the present trend in population have been "surprisingly neglected." The author sets out to explore and explain these consequences with respect to Great Britain. Their considerable applicability to the United States hardly need be underscored. The picture drawn is realistic and far from ominous.

The author has attempted to treat his subject in terms which the layman will understand. In this he has succeeded, although his style is sometimes too consciously simple. Moreover, he has been unusually successful in avoiding the technical pitfalls of oversimplification. The opening chapters deal with population forecasting and the present outlook. Here the importance of the age composition of the population—a factor which is often underemphasized—is well brought out. In the present changing age composition is unmistakeable evidence of the population decline which is on its way.

Mr. Reddaway turns next to an analysis of the effects of a declining population on unemployment. To this major problem he returns again and again in discussions of its consequences with respect to the size and distribution of national income, public finance, and international trade. In general, a declining population will accentuate both the amount and difficulties of adjusting frictional unemployment, and the probability and severity of the slumps which lead to general unemployment. In the relatively near future, these effects probably will not be serious. They may well be offset, perhaps more than offset, by the rise in average real income which should accompany a population decrease. But unemployment becomes even more markedly the central problem. Unless it can be solved, at least partially, many other problems, including the population situation in all its ramifications, will hardly be worth solving. Unemployment is essentially a man-made evil. Mr. Reddaway believes that man should be able to solve that which he has created.

The other difficulties caused or increased by a declining population are not inconsiderable, but are definitely subsidiary to the vital question of unemployment. If man can eliminate unemployment, he should not shy away from the headaches of balancing a budget in which death duties do not compensate for old age pensions. Similarly, it should be possible to achieve a satisfactory international trade situation despite increasing restrictive pressures.

Mr. Reddaway concludes that, as yet, there is no pressing need for a positive population policy. But, since the effects of changes in the population trend become operative very slowly, some measures to reverse or check a decline which would ultimately become disastrous should not be too long postponed. The emphasis should be upon steps which are desirable not merely to increase the birthrate, but primarily to promote social welfare.

JOHN J. CORSON

Director, Bureau of Old Age and Survivors Insurance, Social Security Board

As Seen by Scientists

PROBLEMS IN PRISON PSYCHIATRY, by J. G. Wilson, M.D. and M. J. Pescor, M.D. Caxton. 275 pp. Price $3, postpaid by Survey Associates, Inc.

CRIME and punishment are analyzed here by medically and psychiatrically trained scientists who have had wide experience with prisons and prisoners. Crime is an event of interest predominantly to those who study the life processes and motivations of human beings—the party of the first part in this event, and to students of society as well as the latter itself—party of the second part. It cannot be understood except in terms of the relationship between men and the society to which they belong.

Clearly, straightforwardly and economically written, this contribution by scientifically minded experts experienced in the practical problem of penology deals with the differential psychobiology of the mentally defective, psychopathic, neuropathic, psychotic, homosexual, psychoneurotic and normal prisoner. Psychiatric definitions, etiologic considerations, remedial measures, statistical analyses, therapeutic and prophylactic suggestions are fully discussed.

With admirable reserve, the authors mention the difficulty of securing rapport and understanding of sound theory with penal administrators. They conclude that, with the best methods, force has no value in rehabilitation or correction of prisoners; that the prison benefits society more than the prisoner, and that, at best, it is only a protective agency for both. Revenge and retribution constitute the psychological and biological reaction of society outraged by the transgressor and motivate imprisonment as punishment, which is far less effective than scientific isolation. Successful discipline is neither too harsh nor too easy and is a "mean" process, doing neither more nor less than that required to solve specific problems.

Whenever and wherever two men or an infinite number of men agree to repress their primitive biological instincts for immediate gratification of impulses in favor of a voluntarily accepted societal code, social solidarity is created. Security of life and property is substituted for murder and theft by agreement. The criminal apparently does not agree, nor submit to this contract. Why? It is possible that individual criminals either do not derive benefit or security, which is society's reward for repression, or else are unable to understand this arrangement because of a misconception induced by earlier or previous experience.

The problem of the criminal begins and ends in society, with the prison only an obligatory stop-over at most. The societal aspect, although discussed briefly, is sidestepped by the authors. However, it is the problem of psychiatry in prison which they have selected to study.

For its insight into the abuses, unsound theory and management of many aspects of prevalent correctional practice, as well as its classification of offenders according to scientific psychiatric and medical principles, constructive outlining of more efficient attitudes, and lucid grasp of the problem of prison and prisoner, this book is recommended reading for everyone concerned, from keeper to warden, including physician, judge and psychiatrist.

New York BERNARD GLUECK, M.D.

Complex Business

THE PREVAILING MINIMUM WAGE STANDARD, by Ora Strackbein. Graphic Arts Press, Inc. 187 pp. Price $2.50, postpaid by Survey Associates, Inc.

THIS book deals with the operation and procedure of a highly important federal statute, the Walsh-Healey public contracts act. The law, enacted in 1936, requires that "prevailing minimum wages" be paid to all persons employed by manufacturers furnishing supplies or materials to the government in excess of $10,000.

Discussion of the act is timely, especially in view of the first judicial decision adverse to the act, a decision fully reported in the book. The District of Columbia court of appeals recently invalidated the minimum wage orders issued under the law by the Secretary of Labor for iron and steel corporations doing government work. It upheld the contention of the Little Steel companies that the rates set were illegal and arbitrary. Curiously enough these companies had submitted no bids in the case at issue. The case is to be appealed to the U. S. Supreme Court.

The language of the act does, indeed, admit of various interpretations, which

MIGRATION and Social Welfare

by Philip E. Ryan

This new pamphlet — subtitled "an approach to the problem of the non-settled person in the community" — serves to untangle the threads which lead from non-settled persons back to the sources and causes of migration, and forward to the social effects of inadequate welfare provision.

114 pages. 50 cents

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Mr. Strackbein analyzes in detail. The wage determinations must be "not less than the minimum wages as determined by the Secretary of Labor to be prevailing minimum wages for persons employed on similar work or in the particular or similar industries or groups of industries currently operating in the locality in which the materials . . . are to be manufactured or furnished."

One of the moot questions is the meaning of the word "locality" which serves as one basis of the determinations. Under the act, the Public Contracts Board is appointed by the Secretary of Labor to hold public hearings and to make findings of facts and recommendations as to prevailing minimum wages. Mr. Strackbein, who is a member of the board, brings out the great complexity of arriving at rates, especially in view of geographical differences. His extended quotations from majority and minority recommendations of the board, for boot and shoe manufacture, iron and steel and so on, are illuminating. However, it is unfortunate that in a question of so much complexity and statistical detail, the discussion should be so involved and the language sometimes so turgid as to be difficult to understand. The book is not a government publication; yet its subject matter is of national interest and concern.

JOSEPHINE GOLDMARK

Hartsdale, N. Y.

Back of Illness

THE PATIENT AS A PERSON, by G. Canby Robinson, M.D. Commonwealth Fund. 424 pp. Price $3, postpaid by Survey Associates, Inc.

A MODERN medical case history resembles too much the portrait of an individual silhouetted against a blank background. Dr. Robinson's timely book not only sketches in the missing background but paints it in vivid colors. He presents a discussion of medical ecology. His technique is to analyze 174 random patients at the Johns Hopkins Clinic, starting with the medical diagnosis and pursuing causes beyond the realm of cellular misbehavior into the emotional, social and environmental conditions which provide contributing factors.

Among the 174 unselected patients studied there were but thirty in whom such factors appeared to play an unimportant role. In forty-two a single emotional maladjustment appeared important; in thirty-nine two definite conditions contributed; in thirty-two, three. In the remaining twenty-seven, from four to as high as seven separate environmental or emotional causes could be identified as having a direct bearing on symptoms and progress of the case.

After explaining the method of study and briefly reviewing his findings, Dr. Robinson devotes the body of the book to a presentation of case histories with their social interpretations, dividing them into categories according to the symptoms presented, circulatory, respiratory and digestive. He considers also diabetics, syphilitics, epileptics and a considerable class of psychoneurotic patients and some twenty-eight scattered cases. In each instance he adds his shrewd comment on the effect of supplementary causes in the patient's progress. As presented these are highly suggestive, although one must admit occasional difficulty in giving accurate etiological weight to the assigned causes. In this part of the book a question arises in the reader's mind as to whether we are not really enjoying an unconscious treatise on "The Doctor as a Person" rather than the patient as such. Certainly it is Dr. Robinson's extraordinary talent which enables him to project himself into his patient's environment and to interpret vicariously the effect of influences sometimes without apparent importance. Every physician with an extended experience in the practice of medicine could fit many a patient into the framework of Dr. Robinson's case histories. Few, if any, of us could claim his skill or sympathy in handling the human problem behind the disease.

In his summary the author makes a strong and logical plea for more careful training of medical students in the art of practice. While fully recognizing the demands of scientific medical education, he stresses the value of the skill which made the old family doctor a minister to ills other than those caused by pathological changes. He never loses sight, however, of the distinction between the real and the imagined, nor risks overlooking serious disease in his search of the environmental background. He does not maintain that unreal symptoms can always be banished by explaining their social causes. To tell a psychoneurotic person that he is well and only making up these symptoms may frequently lead to disaster. The book as a whole is convincing proof of the recognized principle that social adversity plays a large part in disease from the point of view both of diagnosis and treatment.

The difficulty of introducing medical social work on an adequate scale in hospitals is recognized. Its economy, however, is definite and a strong plea is made for closer interrelationship between the doctor and the social worker. In his teaching, Dr. Robinson puts his principles into practice, assigning patients to his students with instructions to visit their homes and appraise all environmental causes which may bear upon the cause of illness and the patient's progress. He emphasizes the technique of such interviews, calling attention to their delicacy but stressing their importance. If a physician is in truth to treat his patients as persons, a careful reading of Dr. Robinson's book, whether or not we can agree with all his conclusions in certain cases, cannot fail to convince us that it is a genuine contribution to the modern practice of medicine and a volume to be commended especially to social workers and young practitioners often over-trained in the scientific techniques of today.

New York KENDALL EMERSON, M.D.

Bare Facts

WAR SUPPLEMENT TO COMPTON'S PICTURED ENCYCLOPEDIA. F. C. Compton & Co. 102 pp. Price $1.50, postpaid by Survey Associates, Inc.

FURNISHED by the publishers as a free service to the owners of the 1939 fifteen-volume edition, this attractive little book follows the general style of the larger work. On every page are several pictures, diagrams, or maps, accompanied by descriptive text. The entries cover such items as the principal men, countries, metals, food products, and technical terms connected with the war. Among the latter are excellent brief accounts of ciphers and codes, military organization, espionage, censorship, propaganda, and aviation. Many articles are cross-referenced to the larger work for more extensive treatment.

The supplement does not attempt to describe the horrors of war, or to present arguments for or against any of the combatants, but as the foreword says: "The insane wastefulness of war and its destruction of most of the values that civilized man holds dear are implicit in the bare recital of the facts. A sober and realistic understanding of these facts is the surest prophylactic against war." Everybody should read the article, "War Time Psychology."

No one seems to know how to "end war," but it probably never will be abolished by writing horror tales about it, any more than the "spirit of a people" will be broken by bombing hospitals and children. The method followed by Compton's seems as sound a procedure as any. War probably will be "conquered" in somewhat the same way that man overcame his fear of witchcraft—it will run its course until it finally becomes silly and absurd. Mankind eventually will develop new fashions in heroism and saner fundamental values. War will become one with cannibalism and evil spirits—nightmare memories of the childhood of the race. READ BAIN
Miami University, Oxford, Ohio

Experience and Experiment

HANDBOOK ON SOCIAL CASE RECORDING, by Margaret C. Bristol. University of Chicago Press. 200 pp. Price $1.50, postpaid by Survey Associates, Inc.

ONE of the social service monographs published by the University of Chicago School of Social Service Administration, this volume represents considerable experimentation with a manual for case recording and case work by students and workers in the Cook County Bureau of Public Welfare. In it present form it is considerably more than a mere handbook for recording, and a good deal less than an adequate guide for case work. It considers not only what and how to record, but also the purpose, nature, and content of the case record, as well as such subjects as accuracy, objectivity, brevity, clarity, and so on. In the first three chapters, dealing with "some fundamental problems of recording," considerable case work theory is interwoven in the discussion of the technical aspects of the case record and the recording process. The author undoubtedly aimed to whet the student's appetite for further reading and sought to suggest such reading in footnotes and bibliography.

The book is divided into two parts. The first—nine chapters—is devoted to a discussion of the more or less mechanical aspects of the case record, although an attempt is made also to consider some of the more fundamental problems. The second part—six chapters—presents illustrative case record material on the first interview, interviews with relatives, employers, and the best form of presenting them; type letters and when they are to be used; case analysis, summaries, and ethics of recording.

The book is somewhat loosely organized and does not always seem to follow an inherently consistent and logical plan, at least one which this reviewer could easily recognize. However, the material itself is suggestive and stimulating, and should prove helpful and valuable to beginning students. MAURICE J. KARPF
Graduate School for Jewish Social Work

Hope Deferred

"I WRITE IN ANGUISH", by Almo Beals Simmons. The Deseret News Press. 102 pp. Price $1.50, postpaid by Survey Associates, Inc.

THIS is the story of one young Czechoslovak lad caught up in the debacle of central Europe and vainly seeking (at least up to the date of publication) to find a way to come to the United States. It is also the story of a warmhearted American family whose sympathies were touched by young Johann's plight, and who have gone to endless pains to break through and rescue him. Documents and correspondence show the heartbreaking resistance of official bars to immigration, even when complete adoption into an American home is assured. It is a story of hope deferred and again deferred, but one lays it down feeling that so much persistence and good will cannot be wasted; and that Johann, if he can survive his present perils, will one day find the home that is awaiting him out in Utah. JOANNA C. COLCORD

Know Yourself

YOUR NEXT JOB—How to Get It and Hold It, by Frances Maule. Funk and Wagnalls. 255 pp. Price $2, postpaid by Survey Associates, Inc.

WHAT are the various factors upon which the individual depends for advancement in position and earnings? According to Miss Maule they are those "intangibles" which add to or subtract from the personality and which go to form what is usually known as "background." Quality of home surroundings, tact, mental attitude, courage of convictions, and emotional well-being are all discussed from a practical point of view. After explaining her meanings and emphasizing her points with everyday occurrences, the author drives the lesson home at the end of each chapter with a list of pointed questions disturbing to self-complacency. The book is quick reading because of the easy, conversational style that carries you along as in a personal interview.

The reviewer questions if the book will be good for all persons who feel out of step with their jobs, and suspects that it will not be approved by the more "scientific-minded" placement people. The author seems to have set her own social and occupational level as an average, and that level is much too high. In the hands of college graduates or upper highschool level groups, the book can be read with understanding and profit. But it probably is a little beyond the grasp of the average routine white collar worker.

Some social workers and placement people probably will object to the chapter "You Know Yourself? Ah—But Do You?" Here the material is reminiscent of the "Strong Interest Test" which I believe is considered rather dangerous in the hands of the uninformed. Too much introspection may result from inability to analyze oneself objectively, as anyone knows who is confronted with job seekers day in and day out. Yet the book has some very interesting slants on the causes of maladjustment, and the questions suggested for the job seeker to ask himself may well be asked by the employment interviewer. LAWRENCE ZIMMER
Employment Bureau
New York University

The Reasonableness of Religion

RELIGION FOR FREE MINDS, by Julius Seelye Bixler. Harper. 247 pp. Price $2.50.

THE KNOWLEDGE OF GOD, by D. Elton Trueblood. Harper. 207 pp. Price $2.
Postpaid by Survey Associates, Inc.

TWO books, appearing simultaneously, although independently, one from the east coast and one from the west, inquire into the essential reasonableness of religion and man's sense of the divine. "Religion for Free Minds," a defense of religious liberalism today written by a Harvard professor of theology, finds man's religious problem a dual one: to discover an object of loyalty worthy of his complete devotion; to demonstrate that this object has real and not imaginary existence. "The Knowledge of God," by a professor of the philosophy of religion at Stanford University, argues that the most exciting kind of knowledge which men share with one another is the alleged knowledge of God. Whether this knowledge is only alleged or is at least in part veridical is the focal problem of his book. Both authors try to emulate Huxley, prepared to give up every preconceived notion and "sit down before fact as a little child." This intellectual honesty, coupled with their breadth of scholarship, commands respect. Both write with a clarity of style that makes their books delightful reading, and with pithy sentences and closely knit paragraphs which sorely tempt a reviewer to quote. The conclusion of the last chapter of "The Knowledge of God" is an outstanding example of effective summation.

Karl Barth's widely discussed theology of crisis, with its emphasis on divine revelation, is critically considered by each writer in turn. Professor Bixler

astutely remarks: "You cannot give up all pretensions to argument and at the same time write lengthy books devoted to argument." Says Professor Trueblood: "The appeal to experience is really implicit in Barthian thought, since revelation is itself a human experience." The two authors share a warm respect for a dynamic religion, "not taken out in talk, but made an instrument for social action" (Bixler), "the ultimate test of which is what a person does" (Trueblood). Professor Bixler plots a philosophic curve based on Dewey's social good, Royce's purposive and representative ideas and Santayana's "imaginative and half playful" concepts of essence and existence, and amazingly finds analogies in them to Plato's triad, the Good, the True, the Beautiful. Professor Trueblood's curve is experiential, using for its coordinates the lives of a mathematician, a housewife, a lexicographer, a scientist. The two professors both make generous use of the theories of William James, for study, for reference and for illustration.

Of course there are many differences as well as similarities in these books. There is also much of interest which a limited review must necessarily pass by. But at least one thing more must be said. Two scholars searching for answers that will not force them to compromise with their intelligence have written two stimulating and challenging books, worthy of careful consideration.

MABEL SKINNER

The Answers

THE LIBRARY OF TOMORROW—A SYMPOSIUM, edited by Emily Miller Danton. American Library Association. 191 pp. Price $2.50, postpaid by Survey Associates, Inc.

WHAT American libraries need at the moment is an interpreter who can produce a companion piece to "Country Lawyer," "An American Doctor's Odyssey," or "Jungles Preferred"—someone who is able to show vividly and simply the social values of libraries, the information, education, recreation and inspiration they furnish. Libraries also need a Public Affairs Pamphlet or a similar competent booklet. Until such a popular presentation appears "The Library of Tomorrow" will have to do. And "do" it will for those laymen and scholars already somewhat interested and informed who seek to know the aims, ideals and accomplishments to date of American libraries. But "do" it will not for those who want or need to know quickly and painlessly the usefulness of libraries in terms of education, diffusion of facts, opportunities furnished to study both sides of a question, and character building. It will not, for instance, turn the trick with self-styled "taxpayers"; it is too heavy.

This volume is a symposium. It is made up of twenty papers written by librarians from diverse fields and by leaders of other agencies for education. The signatures of Herbert Putnam, Frederick P. Keppel and Henry M. Wriston, for example, indicate the quality and sincerity of the collaborators. At times the material is almost breathtaking; at times the style is dull indeed. However, the answers to practically any questions about American libraries and trends in American libraries today are there.

MARGERY QUIGLEY

Librarian, Montclair, N. J., Library

As We Eat

NUTRITION AND PHYSICAL DEGENERATION, by Weston A. Price, D.D.S. Hoeber. 431 pp. Price $5, postpaid by Survey Associates, Inc.

THE author's observations of the food and living habits, general health, and condition of the teeth of peoples living in remote places and having no contact with modern civilization, are here contrasted with those of other peoples in these same widely varied localities who have adopted modern civilization's eating and living habits. The book contains a great many splendid photographs of the teeth and dental arches of the people he studied. Dr. Price's data are invaluable, but it is to be regretted that he did not have a well trained bacteriologist along to study the flora of the mouths of these people and that dietary studies and chemical studies of saliva conducted by accepted scientific methods were not made, in view of the importance of the role he assigns to saliva as a hardening agent for tooth enamel. Evidently food and saliva samples were collected, but the book contains no references to published data on methods used and detailed findings. The author's method of reporting the value of the diets used in terms of minerals and vitamins is very confusing and cannot be interpreted by customary means.

Under the circumstances, one has many reservations in regard to the author's interpretations even about dental caries, his rightful field of professional interest, to say nothing about his conclusions that physical, mental and moral degeneration of today is due to preconception maternal or paternal dietary deficiencies.

MARTHA KOEHNE

Nutritionist, Ohio Department of Health

All But the People

HOUSEBOAT AND RIVER-BOTTOMS PEOPLE, by E. T. Hiller. University of Illinois Press. 146 pp. Price $1.50 paper bound, $2 cloth bound, postpaid by Survey Associates, Inc.

THIS monograph reports research carried on through the cooperation of the Federal Emergency Relief Administration and the National Research Project of the WPA in the study of relief conditions and personal characteristics of families living in houseboats and in the casually constructed shelters on the river banks along the Ohio and Mississippi Rivers, and an additional group of families who depend on the river for subsistence self-help.

This is a definitive rather than a path-finding study, dependent upon detailed use of the statistical method and the conceptual framework of cultural sociology. As reported it is loaded with sociological concepts and statistical tables, indicative of the influence of the depression in stimulating self-help or subsistence pursuits supplied by two great rivers of the Middlewest. While describing in detail a segment of activity of the people living on the river with squatter occupancy, the treatise seems strangely lacking in any awareness of the individuals and families as people whose living conditions it seeks to portray. No living person or family appears in these pages, only statistical items on behavior and abstract development of sociological concepts. One senses that the prior interest of the writer was in these concepts, rather than in the human beings who live along the river. The monograph would have profited by a few life history documents that describe whole individuals and families.

The bibliography seems to indicate that the researchers had no knowledge of the field of literature dealing with transient and homeless individuals. The study is not an interpretive document of those who have escaped homelessness by the crafts and ingenuity of the frontiersman, but a definitive and advanced treatise in sociology.

No doubt this is excellent research and advanced sociology, but lifeless interpretation. One still hopes that someone will carve out of this material the living document which the material suggests and the people justify.

ROBERT S. WILSON

Family Service Society of St. Louis County, Mo.

Run of Shelves

NEXT STEPS IN CONSUMER EDUCATION, Proceedings of a National Conference Institute for Consumer Education, Stephens College, Columbia, Mo., 1939. 189 pp.

CONSUMPTION from the point of view of buymanship, budgeting, economic statesmanship, discussed by government representatives, leaders of women's clubs, business men, editors, teachers and settlement heads. [See *Survey Midmonthly*, June 1939, page 189.]

BUSINESS EDUCATION IN THE CHANGING SOUTH, by Walter J. Matherly. University of North Carolina Press. 342 pp. Price $3 postpaid by Survey Associates, Inc.

THE dean of the College of Business Administration, University of Florida, pictures the background and development, status and present needs of commercial education in our southern states. The book is intended for both professional and lay readers, and has value from a national as well as a sectional point of view. Another of the Southern Regional Studies.

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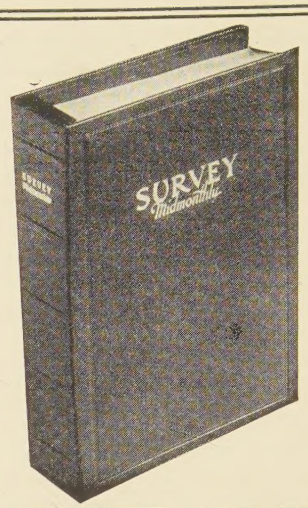

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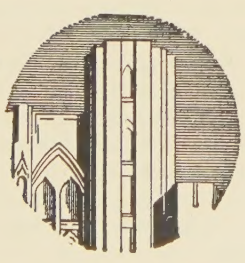

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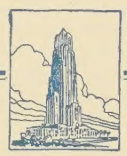

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